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Master's Thesis of Public Administration

**A Study on the Impact of Institutional
Reorganization on Institutional Performance:
A Case of the Ministry of Sanitation and Water Resources-Ghana**

**조직개편이 조직성과에
미치는 영향에 관한 연구:
가나 위생 및 수자원부 사례를 중심으로**

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Abstract

A Study on the Impact of Institutional Reorganization on Institutional Performance: A Case of the Ministry of Sanitation and Water Resources-Ghana

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Reforms and reorganisations are not new to Ghana's public institutions. Successive governments, motivated by various reasons, initiate reorganisations in various public institutions but ultimately with the aim of achieving better outcomes for the public wellbeing.

This study focused on the impact of institutional reorganisation on institutional performance. Through its literature review, it established that as much as there may be sound reasons for initiating a reorganisation process, there is also widespread scepticism among leading theorists about the effectiveness of reorganising institutions. The most cited reason for this scepticism is the mere desire to achieve political gains by governments.

The researcher identified four levers of reorganisation, namely:

1) clear policy initiative: "guiding principle used to set direction in an organization" (Sarna, 2014). It is the "what" and "why" and it is developed within the legal framework and organizational mission of an institution.

(2) resource allocation: available resources – human, financial and logistics is distributed to help an organization achieve the goals. (3) work processes: a documented procedure of how to handle a task or perform a job to achieve the expected outcome (4) institutional and legal framework: a broad system of rules that governs and regulates decision making.

Through its literature review and survey, the study established the pivotal role these levers play in achieving improvements in performance in a reorganised institution. The key lesson learnt is that a holistic and detailed implementation of these four levers is necessary to achieve the desired performance improvements in a reorganised institution. A detailed implementation requires that there is multi-stakeholder coordination in policy making and operational activities and functions and a timely release of funding for logistics and human capital required to drive projects and programmes.

Key Words: Reorganisation, Levers of Reorganisation, Policy Initiative, Resource Allocation, Institutional and Legal Framework.

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Abbreviations

CBs	Community Based Organizations
CONIWAS	Coalition of NGOs in the Water and Sanitation Sector
CSOs	Civil Society Organizations
CWSA	Community Water and Sanitation Agency
DPs	Development Partners
GAMA	Greater Accra Metropolitan Area
GWCL	Ghana Water Company Limited
MDG	Millennium Development Plan
MSWR	Ministry of Sanitation and Water Resources
MLGRD	Ministry of Local Government and Rural Development
MMDAs	Metropolitan, Municipal, District Assemblies
MTDP	Medium Term Development Plan
NESSAP	National Environmental Sanitation Strategy and Action Plan
NGOs	Non- Governmental Organizations
OHCS	Office of the Head of the Civil Service
OHLGS	Office of the Head of Local Government Service
SDG	Sustainable Development Plan
WASH	Water, Sanitation and Hygiene

CHAPTER I: INTRODUCTION

1.0 Introduction and Background

Change in the form of reforms and reorganisations in the public sector is almost inevitable in the life experience of every public institution. The United Nations book of Public Administration emphasises that “administrative improvement is the sine qua non in the implementation of programmes of national development” cited in (Quah, 1976). Therefore, it is not surprising that even in the United States and the United Kingdom, which are known to have very established democracies, reforms have been a constant expectation with every new government taking charge (Corby and Simon, 2011). Other authors such as (Nolan, 2001) have also documented that public sector reforms are constant variables in both developing and developed countries. (Emmerich, 1971) describes public institutional reorganisation as a basic fact of public organisational life. This impliedly means reform and reorganization of administrative structures is one of the most common activities of contemporary governments (Peters B. G., 1992). Governments all over the world have undertaken restructuring and or realignment of public institutions mainly in the bid to reposition these organizations to be efficient, effective, productive and above all deliver the government’s programs and agenda successfully.

For all the reasons that are given to justify these reorganisations, the major excuse given is the desire to achieve quick and significant changes or significant improvement in outcomes through changes in the way an institution discharges its assigned mandate. (March & Olson, 1983) posit that such changes are seen as

a response to both perceived weaknesses in service provision and a desire to reap gains in efficiency. This desire may be initiated by the stakeholders as a necessity to meet new priorities or as a natural response to emerging economic, political or environmental developments.

Ghana as a developing country is not exempt from these frequent reforms and reorganisations. With almost every change of government, public servants have a reasonable expectation of a merge, split, slash or change of at least one public institution or even the creation of a new one. Successive governments have undertaken organizational restructuring and alignment mostly in main line ministries. Some ministries have been renamed, others have had portfolios separated to create new ministries and some have had their mandates and functions reorganized. For instance, after the 2016 general elections, a new government administration was sworn into office and as expected created new ministries and also separated existing ones. A case in point is the separation of portfolios of two ministries namely, the Ministry of Water Resources, Works and Housing and Ministry of Local Government and Rural Development which had the Water and Sanitation respectively separated to create the new Ministry of Sanitation and Water Resources.

The creation of this new ministry was informed by the new administration's determination

to transform the sanitation conditions in the country's and to highlight the importance of water, sanitation and hygiene to the economic development of Ghana. Announcing the new ministries, the President of the Republic of Ghana,

declared that: “the decision to split the water and sanitation from the Ministry of Water Resources, Works and Housing stemmed from the neglect of the water zone”. He cited access to water as a major challenge facing the country, and hence the slogans of “water for all” and “toilets for all” as key slogans of the ruling party’s 2016 manifesto. To achieve this, the new government believed in providing a significant enhancement to the structures for sanitation and water (Ghanaweb, 2017). The new Ministry came along with a nominated a sector minister and his deputies to head the Ministry vis-à-vis an Executive Instrument as required by the Constitution of Ghana.

The immediate priorities of the ministry were to:

- i. set up a strong institution that is proactive, professional and accountable to the citizens of Ghana;
- ii. turn the sanitation crisis around and build a solid foundation for incremental leaps in coverage towards national targets and global commitments; and
- iii. Strengthen Water Resources Development and management.

To achieve these outlined goals, the ministry had to be setup with the requisite and competent human capital, institutional arrangements and logistics, among other things. These procedures and processes require a lot of time and efforts to setup the institution to perform its mandate. Notwithstanding the determination and commitment of government coupled with the overwhelming endorsement by the citizenry and Development Partners of the rationale and need for the creation of this ministry, the current situation and strides made by the ministry has been

moderately satisfactory. One of the fundamental institutional challenges are that, there is a major disparity and conflict in the mandate of the newly created Ministry of Sanitation and Water Resources and the Ministry of Local Government and Rural Development. With less than 1 year to the end of the mandate of the ruling government, the government has conceded a painful but glaring defeat of one its most important task assigned to the new ministry – the task of making Accra the neatest city in Africa 2020. From this arises the biggest question – what is the impact of institutional reorganisation on institutional performance?

1.1 Research Problem

The challenges of achieving the desired outcomes because of reforms or reorganisations of public institutions is very well documented by authors such (Peters, 1992) and (March and Olson, 1983). (Pollitt 2009) asserts that there is very little known or to show about the resulting benefits of some of these large structural changes and whether these benefits outweigh the costs incurred. (Heidari-Robinson, 2016) supports this view that government reorganisation attempts often have a huge bearing on the effectiveness of the public sector but have a poor record of success. His assertion was based on the results from a survey conducted by the Harvard Business Review covering over 1000 reorganisations across all sectors and geographies of which 87 were government institutions. The survey also pointed out that leaders resisting changes, employees resisting changes and unforeseen issues slowing the down the process were the three leading causes of failures during reorganisation.

In Ghana, the public sector reform and reorganisation experience has been chequered, with a high point of once having a Ministry of Public Sector Reform in 2005 and since then several ministries have been reorganised. Despite the prominence attached to many of these public sector reorganisation and reforms, the scepticism that confronts the discussion of its impact points that there is very little understood or documented to account for the outcomes. Ghana is no exception and therefore this study seeks to assess the perceived impact of institutional reorganisation on organisational performance using the Ministry of Water and Sanitation as a case study.

1.2 Research Objectives

The principal objective of this study is to assess the perceived impact of institutional reorganisation on organisational performance in the Ministry of Sanitation and Water Resources. It also seeks to examine how the elements of policy initiatives, resource allocation, work processes and institutional and legal framework affect the performance of the reorganised institution. Lastly this study seeks to identify some of the challenges encountered in the reorganisation process and also make recommendations on how these challenges can be overcome to positively impact on performance.

1.3 Importance of Study

There is quite a lot of literature on institutional reorganisation in the public sector. Very different approaches are used in assessing whether the reorganisation process has been a success or has had any significant impact on the organisation's

performance. This study adopts a different approach by identifying factors, which it calls the levers of institutional reorganisation and examining how these levers affect the success of the reorganisation process and the impact the reorganisation has on the institutions' performance. Specifically, it will offer a fresh insight to the leadership of the Ministry of Sanitation and Water Resources on how their internal and external stakeholders perceive the performance so far. This justifies the undertaking of this study as both an academic enterprise and a practical assessment by a practitioner working in the ministry. It will also offer a significant contribution to the body of knowledge already available, and finally offers suggestions on how such reorganisations can be improved if any for better success in the future.

1.4 Scope of Study

This study is focused on assessing the perceived impact of institutional reorganisation on institutional performance in Ghana using the Ministry of Sanitation and Water Resources as a case study. It conducts this assessment from the point of view of both its external and internal stakeholders. This approach is an important way to elicit insights beyond the published reports of the ministry. The government still has about a year to go and therefore obtaining a complete verified report of the performance of the ministry may stretch the length of time required to complete. This study develops an analytical framework to form the basis of analysis. This framework further elaborated in Chapter 3, maps out the reorganisation process and the levers of reorganisation for analysis using the qualitative approach. The levers form the constructs of the study and they are

explained in detail in Chapter 3. This study also adopts a lean approach with emphasis on high level of rigor in the research methodology best suited for a study of this nature, relevance of information which will provide clear value to the stakeholders while addressing the priority issues and questions and a right size approach with regards to the scope of one selected ministry.

1.5 Outline of Study

This study is divided into four chapters. Chapter One, presents a background and overview of the study. It also presents the identification of the research problems, research objectives, research questions, the scope and the limitations of the study. Chapter Two reviews the existing literature related to the subject matter of the study. This chapter highlights the approaches to reorganization, factors precipitating reorganization, and the levers to effecting reorganizations. Chapter Three presents the research methodology used for this study. It covers the research design, approach, sources of data and the more technical component of sampling procedure and data collection instruments. The chapter also gives an overview of the ministry to be studied. Chapter Four presents the data analysis and the findings made in the study. This is followed by a detailed discussion of the findings. Chapter 5 finally summarizes the findings with recommendations and conclusions that can be implemented by policy makers.

CHAPTER II LITERATURE REVIEW

2.0 Introduction

This chapter provides a review of existing literature applicable to the subject matter of institutional reorganization and its impact on performance. Drawing on these literature, the review will examine the definitions and often misconceptions of reorganization, the various factors that provide a motivation for reorganizations, the various discussed approaches, identified levers of reorganization such as policy initiatives, resource allocation, work processes and the legal and institutional framework that can have an impact or either wise on the performance of public institutions. It will also provide an overview of the concept of performance in the public sector.

2.1 Definition of Concepts – Reform and Reorganization

A good number of published literature on public administration bring up words such as reform, reorganization, restructure and realignment in their research on what governments do to achieve better results in the public sector. It is commonplace to find these words being used interchangeably because ordinarily they mean a similar concept. A quick check on www.thesaurus.com confirms this innocent confusion, as reform is cited as a synonym for reorganization, remake, restructure, reorient etc. However, in the academic circles of public administration, they are interlinked yet have different meanings in different contexts. This situation arises because there is generally very little consensus on

what is a universal definition of these terms and how they should be used in relation to public administration. (Mosher, 1965) refers to these interlinkages or associations in the everyday use and connotation as an ‘etymological justification’.

Consider for example the concepts of reorganization and realignment. The Government of the District of Columbia provides a definition of these two concepts in their General Information Guide (DC Department of Human Resources, 2007). Institutional Reorganization involves the “transfer, consolidation, abolition or authorization of function or hierarchy of an agency between or among a District government agency or agencies, that affects the structure or structures of an agency or agencies” whilst institutional re-alignment on the other hand is “an action that affects the internal structure or functions of an agency but does not constitute reorganization”. Even though the two contrasts each other, institutional reorganization will inevitably result in institutional realignment. In other words, realignment occurs when there is reorganization because with the merger or re-clustering of institutions, roles, hierarchy, and job description to an extent may change with new officers being reposted to new offices and schedules to ensure the success of the new workflow and strategy.

(Caiden, 1969) illustrates the lack of consensus on a word like ‘reform’ in his argument as follows: “the study of administrative reform is handicapped by the absence of a universally accepted definition. The indiscriminate use of the term has led to confusion and to difficulties in setting parameters for research and theorizing. The term has been applied to all improvements in administration, to

general administrative overhauls in difficult circumstances and to specific remedies for maladministration.” (Mosher, 1965) gives an even more eloquent argument of the misuse of these important words: “students of public administration as well as the majority of our educated citizenry have long associated and even identified the word reform in the administrative realm with reorganization. Reform has literal origins in the giving of new or different form to something, and in treating organizational matters, a new form signifies new organizational structure”. He makes an important assertion that whilst reform encompasses the institutional and attitudinal aspect of the change, reorganization refers to only the institutional aspect of the change. This differentiation exposes an important weakness in reorganization processes, and this is clearly argued by J.N. Khosla as follows - “structural changes in organization will not be of much help unless the human factor in administration is suitably tackled” cited in (Quah, 1976). This in effect places the reorganization process as a subset of the reform process. (Caiden, 1969) definition of administration reform as “the artificial inducement of administrative transformation against resistance” was heavily criticized by Quah as being one sided and too narrowly defined as it focuses only on the institutional or organizational changes accompanying the reform. Quah draws out three implications of Caiden’s definition to point out the inherent weakness of his definition of administrative reform:

- i) Reforms are artificially stimulated by and not automatic
- ii) Reforms are transformatory and finally
- iii) Resistance is concomitant of the reform process.

(Montgomery, 1967) takes a less forceful view, defining administrative reform as a political process designed to adjust the relationships between the bureaucracy and the other elements in society, or within the society itself. The weakness in this definition is that it fails to capture the importance of specific intended goals for which the changes are initiated and sees the changes as mainly relational between government and the public. This weakness is highlighted by (Yehezkel, 1971) argument that a “clarification of the overall goals of an administrative reform is a fundamental requisite for success.

(Abueva, 1970) cited in (Quah, 1976) has also defined administrative reform as “essentially a deliberate attempt to use power, authority and influence to change the goals, structure or procedures of the bureaucracy, and therefore to alter the behavior of its personnel”. (Pollitt & Bouckaert 2011) definition of public sector reforms as “deliberate changes to the structure and processes of public sector organizations with the objective of getting them run better” further supports Abueva even though it fails to capture the attitudinal part of the reform process. (Gow, 2012) perhaps gives a more modern definition of administrative reform as a “conscious, well considered change that is carried out in a public sector organization or system for the purpose of improving its structure, operation or the quality of its workforce. His definition tends to support Abueva’s definition and implicitly places reorganization as a subset of administrative reform. He provides an important elucidation that while “all organizations seek to do better at achieving their objectives (effectiveness), and boosting their productivity (efficiency), public sector organizations must also concern themselves with the

political dimensions of administrative life” because every administrative reform has a political dimension. From the perspective of the United Nations Development Programme, public sector reforms can be “very comprehensive and include process changes in areas such as organizational structures, decentralization, personnel management, public finance, results-based management, regulatory reforms etc. It can also refer to targeted reforms such as the revision of the civil service statute” (UNDP, n.d.).” These definitions in the public administration domain clearly sets apart from the everyday interchange use a more theoretical and informed use of the words reform and reorganization. For the purpose of this study, administrative or institutional reorganization is considered as a subset and part of the administration reform process. When they are used interchangeably, they are to be understood as the same process. Consequently, Abueva’s definition as cited in (Quah, 1976) as “essentially a deliberate attempt to use power, authority and influence to change the goals, structure or procedures of the bureaucracy, and therefore to alter the behavior of its personnel is adopted as the working definition. In spite of the critique from other contemporary authors, the definition highlights four important elements worth considering. They are:

- **Intent to Reform:** *A deliberate decision to seek better outcomes*
- **Locus for Reform:** *Possessing Executive power, authority and influence to actually sanction the changes*
- **Reform Levers:** *Institutional and Attitudinal facets that can be changed to effect better outcomes*

- Performance and Evaluation: *Set Goals and outcomes that can be evaluated at the end of a period.*

Even though the element of attitude forms part of the adopted definition, this study will confine itself to the institutional elements of the reorganization process. Consequently, this study proposes a definition of institutional reorganization as a ***“deliberate decision by the executive, relying on its administrative and political power and authority to implement changes in the policy direction, structure and work processes within an appropriate institutional and legal framework for the attainment of improved outcomes”.***

This definition gives clarity to the scope and focus of this study and allows for a theoretical discussion and enable research to be conducted on the perceived performance of the Ministry of Sanitation and Water Resources.

In choosing to focus on the institutional elements of the reform levers, this study also identifies four levers as the most essential tools governments can use in the reorganization process. These are:

- i) Clear Policy Initiatives
- ii) Resource Allocation in terms of Finances, Human Resources and Logistics
- iii) Work process
- iv) Institutional and Legal Framework

The identification and choice of these factors which the study describes as reform levers is inspired by the work of authors such as (Chandarasorn, 1997). In his

work, he sets out a detailed list of independent variables that may improve the chances of a successful implementation of a reform plan. These factors are:

- i) Scope of the Reform Plan
- ii) Expected time needed for change accomplishment
- iii) Leader's Intention and Support
- iv) Government Stability and continuation
- v) The clarity of the reform's objectives and goals
- vi) The inter-goal consistency of the reform plan
- vii) Tools and methods for performance improvement
- viii) Resources need for the reform
- ix) The use of input-activity criteria for monitoring and evaluating the reform
- x) Activity's outputs used as the tools for the reform monitoring and evaluation
- xi) The creation of participatory mechanisms
- xii) The number of proposed reforms being demonstrated or experimented
- xiii) The existence of a public sector reform law and the permanent responsible organization to push and pull various interest groups to support the public sector reform.

In practice, the choice of these four levers is not very different from the report of (Schwemle & Hogue, 2018). They report that the US Federal Government in its 2019 Government Reorganization and Federal Workforce Reform, focused on

re-aligning statutory authority, reallocation of resources, restructuring of functions across agencies, realigning the workforce to mission, aligning total compensation with the private sector and human capital management reforms as key levers to bring about the reform the government of the day was seeking.

The next section provides an overview of how these levers are used in the reorganization process.

2.2 The Levers of Institutional Reorganization

2.2.1 Clear Government Policy Initiatives

The simplest definition of public or government policy has been given by (Dye, 1972) as “anything a government chooses to do or not to do”. Though the definition is simplistic and does not do justice to the extensive bureaucratic process of policy making, it speaks to the heart of the whole issue of how government utilizes its mandate to achieve outcomes for their people. So for the ordinary fellow on the street, he could easily say it is government’s policy to improve our urban sanitation or provide housing, simply because that is what he has seen government do and what he has heard government say will do. The failure of a government to bring clarity to what it is doing or not doing therefore implies a possibility of the ordinary fellow saying government is doing nothing. Although (Kilpatrick, n.d.) elaborates further by defining public policy as “a system of laws, regulatory measures, courses of action and funding priorities concerning a given topic promulgated by a governmental entity or its representatives”, he also fails to highlight the clarity and communication part of what a government policy should do. (Sarna, 2014) however, fills the gap with

his definition of policy as the “guiding principle used to set direction in an organization. He further elaborates that a policy provides the ‘what’ and the ‘why’ and it is developed within the legal framework and organizational mission and ideological framework. He further intimates that a good policy is intentional and derives its strength from the following:

- The source of its mandate and authority
- The aims and objectives of the policy
- A Clear definition of who is responsible for what and how the policy will be implemented
- How the policy will be communicated
- The performance standards and benchmarks by which it will be evaluated
- When the policy will be reviewed.

There is therefore a basis for selecting government policy as a lever of institutional reorganization since from the above authors’ views, the policies show the intent of what they want to do, based on the locus of power they have and the outcomes they intend to achieve. The success of effectiveness, responsiveness and accountability (WorldBank, n.d.) of an institutional reorganization all boils down to the clarity and proper communication of the government policy of the day.

2.2.2 Resource Allocation – Financial, Logistics and Human Resources

Resource allocation is basically about how available resources – human, financial, equipment and even time is distributed to units to help them achieve their goals. (Trotman-Dickenson, 1996) defines resources as the available factors of production – labor, land, mineral wealth, capital and enterprise. He explains that a government's decision on the allocation of resources between the private and public sectors will be influenced by political, social and economic considerations. In the public sector, resource dependency and availability have a profound effect on the outcome of a new policy or reform or organization. Chandarasorn (1997) is of the view that the more the public sector organization possesses affluent resources, the higher the chance of successful implementation'. He supports his view with studies and experiences from the Thailand public sector. Consequently, the chances of any reorganized institution to achieve its intended outcomes is dependent on the sufficiency of allocated resources of finance, personnel, tools and equipment, knowledge, time and power. Fozzard (2001) asserts that resource allocation decisions in the public sector may be guided by economic analysis and technical theory, but ultimately have to rely on political processes. Obviously the political process will be governed by the government policy of the day. An example of this is seen when the US Federal Government proposed reallocating Department of Defense budget to the building of a border wall in support of its anti-immigration policy (vox.com, 2018).

Resource allocation must be efficient and effective to ensure a sustainable reorganization process and sustained outcomes. The (OECD, 2011) makes an important assertion that efficiency and effectiveness in administrative reforms depend heavily on the quality of the human resources, the talent of public employees and the quality of their knowledge and skills. The efficiency and effectiveness challenge is due to the fundamental problem of resource scarcity and infinite demands on the public purse. The problem of scarcity, limited resources and infinite demands on the public purse in turn imply that the ability to allocate these resources must be backed by power and authority. Sisaye (1992) using an experimental cases approach proved that the degree of control exercised in resource allocation is affected by the basis of power and perceived ability of resources. The challenge of scarcity of resources faces both the private enterprise and the public manager, and therefore how they are allocated is of extreme importance. Fozzard (2001) highlights three approaches to allocating resources in the public sector namely – the comparative advantage approach, the marginal utility and cost effectiveness approach and finally the allocative efficiency and cost benefit approach. Whilst all these approaches emphasize efficiency on the part of the government in allocating resources, they contrast with the private sector in its approach to resource allocation. So while the price mechanism orchestrated by demand and supply forces determine who gets what in the private sector, authors like (Pradhan, 1996) advocate that resource allocation in the public sector should concentrate primarily on goods and services the private

market will not provide or will provide too little, instead of merely or marginally improving on the private outcomes.

Consistent with the working definition adopted for this study, the choice of resource allocation as a lever of institutional reorganization is justified.

2.2.3 Work process

A work process simply means a documented procedure of how to handle a task or perform a job to achieve the expected outcomes. Such a document will usually specify the required tools as well as organizational roles and responsibilities of actors in the work to be done. Public institutions exist to serve the populace effectively, efficiently and responsibly. (Scheer, 1993) gives a very simple definition of process as an occurrence of some duration that is started by an event and completed by an event. The working definition adopted by this study is explicit in the government's right to deliberately use power, authority and influence to change the structure or procedures of the bureaucracy. Government, upon drawing up an objective, setting it up in a policy document, allocating resources to support the new policy, can as a matter of course initiate changes in the way work or tasks are carried out by a particular organization to ensure the expected outcomes are achieved. The changes may also mean realigning current service arrangements to new ones so that efficiency and effectiveness is enhanced in the overall work processes and service arrangements. It is common practice to find that institutions and different functions work across on particular government policies therefore a reorganization may also mean that there is an

integration or realignment of processes since the achievement of efficiency and effectiveness depend on that integration (CAF, 2013)

In the process of reorganizing the work processes and service arrangements it is incumbent on government to engage stakeholders and review the current mission and vision of the institution. This step will normally review key constituents and their needs. The government has an opportunity to communicate its desired vision for the future. This will be followed by a review of the current work processes, core functions and key processes of carrying out tasks. The next step will be a redesign or restructuring which involves merging, splitting or dissolving existing institutions with new accountabilities and authorities. The new processes should enable information flow, decision making and communication between the local and central government (berkeley.edu, n.d.).

The key benefit of restructuring an organization will be therefore to improve upon the effectiveness and efficiency along cross-functional processes (Sullivan et al., 1999). This efficiency must be improved in terms of the organization and governmental processes through the reviewing of existing procedures, introduction of more effective communication tools as well as relevant best practices that exist in governance and management. It also means identifying new functions and competencies and aligning the necessary talent pool of civil servants to achieve the goals and objectives that emerge from the reorganization process. The process of reorganization means that, the organization itself, its working environment, clients, goals and objectives will all experience some form

of change as a result of deliberate changes in the processes, structure, functions, tasks and personnel (Lukashenko et al., 2009).

The experience of Management Agencies such as Signavio support the views of Lukashenko et al. 2009 that ultimately a properly done restructuring of the work processes and service arrangements during institutional reorganization offer the benefits of:

- Aligning policy and strategy with operational execution by the institutions involved.
- Increasing transparency and oversight for accountability
- Creating opportunity for continuous improvement of services provided, increasing quality and reducing costs
- Creating quicker responses to policy changes and unplanned events

These benefits allow for better alignment between central and local government priorities and objectives and ultimately lead to improved performance and lower costs (Signavio, n.d.)

In the process of reorganizing the work processes and service arrangements it is incumbent on government to engage stakeholders and review the current mission and vision of the institution. This step will normally review key constituents and their needs. The government has an opportunity to communicate its desired vision for the future. This will be followed by a review of the current work processes, core functions and key processes of carrying out tasks. The next step will be a redesign or restructuring which involves merging, splitting or dissolving existing institutions with new accountabilities and authorities. The new processes

should enable information flow, decision making and communication between the local and central government (berkeley.edu, n.d.)

There is therefore no ambiguity about the crucial role a review of the work processes and service arrangements will have on an institution being reformed or restructured.

2.2.4 Institutional and Legal Framework

The performance of a public institution is linked with and influenced not only by modern management tools (such as strategic and project management), but also by other tools and factors because public sector organizations operate in a very complex environment, characterized by permanent changes and influenced by external and internal factors (such as political, economic and social factors, the legal framework, national governmental policies and European and other international responsibilities) (Profiroiu, Țapardel, & Mihaescu, 2013). (Scott & Cotton, 2003) are of the view that a sound institutional framework is the sine qua non for success in service delivery in the water and sanitation sector. They assert that failing to decide which particular institution will house policies for planning and management and serve as the hub for coordinating and managing initiatives will ultimately lead to poor cost recovery and failed investments that will neither evolving meet present or future demand.

The International Ecological Engineering Society provides a very explicit definition of institutional framework as the “set of formal organizational structures, rules and informal norms for service provision” (IEES, 2006). Legal Framework on the other hand refers to a “a broad system of rules that governs

and regulates decision making, agreements, laws etc.” (TransLegal, n.d.). The Food and Agricultural Organization in a publication, stress the importance of having both frameworks to ensure the success of a policy by declaring that “A policy needs an enabling institutional environment for its formulation and implementation. The legislation provides the regulatory and fiscal instruments needed to achieve the policy objectives” (FAO, n.d.). These two frameworks are interlinked and at the same time components of a single vehicle to drive institutional performance to achieve goals.

This study agrees and adopts some key principles outlined the by the Department of Water Affairs of South Africa, (DWAF, 2008) as the basis of an institutional framework as fundamental and consequently relies on it to also buttress what a credible institutional and legal framework should provide. These principles adapted are:

- The need for a clear definition of roles and responsibilities of the various stakeholders
- A clear separation and clarification of the regulatory and operational responsibilities
- Building on existing capacity for execution
- Defined role for the public and private sector

The multiplicity of stakeholders in the water and sanitation sector is very well documented. All these stakeholders may have wide and varying interests and approach but ultimately have a common interest in ensuring that all sections of

the populace have access to affordable quality water and sanitation. These stakeholders may include:

- Service Providers in the district and local assemblies drawn from both the private and public sector
- Regulatory and enforcement bodies who ensure that rules and regulations are formulated and enforced
- Private Sector Investors who have the technical know-how and business models to support initiatives and innovations for sustainability
- Local Authorities who supervise implementation of projects and initiatives in the sector
- NGOs, CSOs and CBOs who bring advocacy and promote good practices and support government efforts.
- Development and International Funding Partners who support country level efforts to meet international goals such as the MDG and the SDG. They also provide funding support for major initiatives.
- Government who remain the major partner, custodians and owners of the ministry and policies and national budget allocation for all activities in the sector.

All these stakeholders must find a way to work together in harmony for the attainment of the overall goals of water and toilet for all while pursuing their individual goals as they may have decided. For public sector organizations, the need for an institutional and legal framework is even more paramount because this study has established that according to (Gow, 2012) while “all organizations

seek to do better at achieving their objectives (effectiveness), and boosting their productivity (efficiency), public sector organizations must also concern themselves with the political dimensions of administrative life” because every administrative reform has a political dimension.

An appropriate institutional framework must be guided by law, promote indigenous participation and empowerment, and include sustainable goals of cost recovery and protection of the natural environment and respect the right to water and sanitation for all humans. (DWAF, 2003). Anything short of this standard risks failure.

The Sustainable Sanitation and Water Management Toolbox (<https://sswm.info>, n.d.), an online resource for practitioners, provide great insight on what is required of a good institutional framework. They advocate that all institutional and legal frameworks should at the minimum do the following:

- i) Split and Consolidate Functions and organizational restructuring such that there are clear definitions of roles, responsibilities, power, authority, processes and activities devoid of overlapping, conflicting and competing interests. As much as practicable, the roles of regulation and operations should be clearly specified, and mandates backed by law.
- ii) Strong Monitoring and Evaluation Body to support enforcement
- iii) Decentralization in favor of a more functioning local government and authority
- iv) Improving Cost delivery

- v) Appropriate human capital development
- vi) Enhanced participation of the civil society and development partners as the case may require.

The study has so far demonstrated the extreme importance of an appropriate institutional and legal framework to the success of a reorganization process and the performance of the reorganized institution.

2.3 Approaches to Institutional Reorganizations

There are a number of leading and pioneering work on the approaches to reorganization in the public sector. It is important to note that what will be called a strategy in the private sector, the public sector will call it an approach. Riggs (1970) argues two approaches to reorganizing a public institution to make it more effective in more performance. The first is to enhance its ability to improve the capabilities of the organization or by reducing the burden or tasks it has to deal with. Peters (1992), provides a much more exhaustive analysis of 3 approaches to comprehending reform and reorganization initiatives in the public sector. These approaches are Purposive action, environmental determinism and institutionalism. He however limits his analysis to reforms in industrialized economies such as the United Kingdom and the United States.

The Purposive model is explained in three approaches of 'administration as usual', 'overload and governance' and 'economic and rational factors'. The basic argument of the 'administration as usual' is that there exists a priori, a big picture

in mind of what the end should be at the time of proposing a reform or a reorganization. In other words, a government may proceed on a reorganization process because it already has in mind what it wants to achieve and what it expects the end game should be because there exist a certain political need or pressure to change an administrative structure due to perceived inadequacies in the current arrangements. This perceived need for reform is considered by Pollitt (1984) as a pragmatic approach to managing government machinery. He points out that a leader may use this approach because he sees “the existing administrative structures as impediments” to achieving his own goals and consequently will change the structure to suit his ambitions. There is general consensus that though this approach may be a selfish one, it remains practical and reflects the set of experiences the initiator of the changes may have had. ‘Overload and Governance’ also known as cutback management basically emphasizes a reduction in the load and involvement of government in programmes without causing too much disruption. Typically, privatization, deregulation and private sector participation are used as tools to reduce direct government involvement and public expenditure. The ‘Economics and Rational Actors’ approach contrasts with the political approach, in that while the motivations of the of political actors seek to improve the performance of the public organizations and consequently achieve campaign promises and political ideology, the economic models examine the driving interests of officials to maximize their own utilities and how this impacts on the structure and performance of administrative institutions. (Peters 1992), supports his argument

of this model citing the works of (Niskanen,1971; Breton and Wintrobe, 1975; and Bendor,1989).

The Environmental Dependency argues that changes that occur a function of the relationship of the administrative structures to their environment. This environment may be the political or economic environment. The environmental model approach identifies three approaches that define how the environmental situation may identify the approach it has used. These are Political Science Approach, Contingency Approach and Population Ecology Approach. The political science approach posits that a government is likely to create a new organization or reorganize an existing one if it identifies a new technological or economic opportunity. This is on the basis that the new organization can significantly bring to bear exploiting the opportunity or controlling disaster. The contingency approach posits that that the internal structuring of organizations will eventually reflect the nature and characteristics of the task environment of the organization. The population ecology approach posits that analysis of organizations should focus on the existence, performance and structure of the individual organizations.

The last model of analyzing institutional reorganization is the institutional models of organizational change which looks at what challenges we might consider when we take different perspectives from the stakeholders in the organization.

2.4 Motivating Factors for Institutional Reorganization

Some literature available tend to suggest that reorganization of public institutions is merely orchestrated by governments to achieve political results which may be symbolic of success (Olson, James G. March and Johan P., 1983). (Caiden, 1969) provides an outline of the circumstances that will motivate political leaders to initiate reforms or reorganization. These include:

- i) Failure of existing administrative structures and functions to satisfy the needs and demands of the populace
- ii) Lack of sufficient capacity to satisfy evolving needs and demands, even if sufficiently satisfying current demands.
- iii) Evolving circumstances rendering the political leadership powerless to meet future demands.
- iv) Failure of the administrative system to adopt latest procedures and not adapting to new demands and procedures.

These factors represent the need-awareness stage and will trigger initiation of reforms that can bring about the necessary improvements desired. (Larbi, 1999) however, draws inspiration from the prevalence of the New Public Management theory and enumerates some of the factors that may precipitate the implementation of such institutional reorganization or reforms, and these may include:

- i) Economic and fiscal pressures on governments: a common phenomenon among developing countries, may be caused by rising public sector deficits and growing indebtedness. Such stress became

an important argument in making a case for the restructuring of public institutions in order to inject some efficiency and effectiveness.

- ii) Pro-market and Pro-Private sector emanating from the New Public Management ideologies may also cause governments to embark on institutional reorganizations in order to enhance public sector performance.
- iii) In the case of most developing and transitional countries, external support from the Bretton Woods institutions such as the World Bank and the IMF may come with some preconditions attached which may include downsizing, privatization and restructuring a public institution in order to remodel the role and influence of the central government. These conditions are used as tools to reign in fiscal imbalances and restructure the public sector as a way of improving performance.
- iv) The growing prominence of new information technology also fuels the pressure for governments to consider reforms and reorganizations in their public sector institutions. New Public Management concepts such as performance management and management decentralization may require the deployment of new technologies to allow for quicker speed to market and a more direct monitoring and control of performance.

According to (Larbi, 1999), the growth of New Public Management theory is providing a lot of impetus for governments to adopt new ways to boost the performance of its public institutions as a result of the pressures they face from the populace and also from economic markets. Government's response to these pressures mean that they may at one point or the other consider any of these actions:

- a. Rethinking and reshaping government and its role;
- b. Restructuring and repositioning organizations;
- c. Redesigning and improving service delivery;
- d. reframing systems of performance and accountability; and
- e. Revitalizing human resource capacity and organizational performance

(Olowu, 1992) explains that breakdown of the functioning of a bureaucracy that denies political leaders the platform to make their influence felt is a key motivation for the initiation of reforms or reorganization of an institution. (Zhang, 2001) view that when governance fails to meet the social, political, economic, environmental change or citizen expectations, a government may initiate reforms lends support the motivating factors enumerated so far.

A study published by (Cornell University ILR School, 2015) cites cost reductions, efficiency drivers and ideology as the primary drivers of restructuring in the public sector. They also allude to the possibility of pressures from increasing prominence of information and communication technology. These to an extent lend supports to the factors enumerated by (Larbi, 1999). (Heidari-

Robinson, 2016) also asserts based on a study that the two most important reasons for public sector reorganizations are responding to a change in the political environment and a leader's desire to reshape the organization. While these two reasons may seem limited, they also provide an important insight into how government leadership works.

2.5 Concept of Performance in the Public Sector Institutions

This study finds it helpful to proceed with an everyday definition of performance to provide some context to the discussion of performance, institutional performance and performance management in the public sector. Performance is the “accomplishment of a given task measured against preset known standards of accuracy, completeness, cost, and speed” (businessdictionary.com, n.d.). Performance is essentially about achieving results determined at the onset of an action. In the public sector, “performance is about results and impact, delivering public sector outputs efficiently to contribute to policy objectives” (World Bank, 2014). (Pillay & Subban, 2007) defines performance as a “strategic approach to the management of public resources and involves the quest for efficiency and effectiveness in public service delivery.” Their definition finds support with (Profiroi, 2001) as cited by (Marieta, Opreana, & Cristescu, 2010) that public sector performance is the relationship between the set objectives, means and results and consequently, attaining efficiency, effectiveness and a corresponding budget. The definitions above emphasize the importance of efficiency and effectiveness as key measures of performance. Performance, as a concept is

managed and measured whether in the private or public sector. (Mihaiu, n.d.) citing (Profiroiou et al, n.d.) provide a number of ways performance in the public sector can be measured and these are: a) measuring the economy of resources; b) measuring the costs (input); c) measuring outputs; d) measuring the effects (outcomes); e) measuring efficiency; f) measuring effectiveness; g) measuring the quality of services. Public administration theorists generally assert that abundance of literature on performance and performance management rarely agree on a universal definition of what performance is. In fact, (Bovaird, 1996) is widely quoted by other leading authors such as (Bouckaert & Halligan, 2008) to have stated that “performance is not a unitary concept, within an unambiguous meaning. Rather, it must be viewed as a set of information about achievements of varying significance to different stakeholders’. Institutional Performance on the other hand “refers to the quality of public service provision. It focuses on the performance of various types of formal organizations that formulate, implement, or regulate public-sector activities and private provision of goods for the public (Bevir, n.d.)”

An institution’s responsiveness to the evolving needs and expectations of the citizenry is a strong indicator of its performance. (Bevir, n.d.)” is of the view that the quality of an institutions performance is measured by its effectiveness in terms of responsiveness and its efficiency in terms of implementation. (Kunicova, 2018), based on a World Bank Report on improving Public Sector Performance identifies five interconnected drivers that influence institutional

performance, and these are Political Leadership, Institutional Capacity Building, Incentives and Rewards, Increased Transparency and Technology.

For the purpose of this study, **institutional performance is the delivery of planned outcomes through policies and programmes implemented by an institution in a timely and efficient manner.**

It is important to note that the criteria for measurement and approaches for managing performance actually differ between the public and private sector, even though in recent times, the public sector has borrowed from the Private sector under the New Public Management Reform.

2.6 Efficiency and Effectiveness in Public Sector Performance

Regardless of the model of measuring performance in the public sector, efficiency and effectiveness remain two critical measures to use. (Summermatter & Siegel, 2009) provide a definition of efficiency to mean the relationship between efforts to outputs, the ratio of output to input or ratio of cost per unit of output while effectiveness is how well services or programs meet their objectives, outcomes and impact. In other words, efficiency is concerned with whether we are doing things right and effectiveness is concerned with whether we are doing the right things. From an input-output perspective, clear policy initiative, resources allocation, work processes and institutional and legal framework will define the efficiency of a public institution while its effectiveness will be measured by assessment on the impact or quality of its provided services by the recipients or stakeholders or the public.

Measuring efficiency in the public sector is very difficult but not impossible. The disbursement mechanism and the challenge of evaluating social programmes and interventions in financial terms makes it challenging to correctly evaluate inputs. It is however it is possible to measure effectiveness by the quality of access to services and outcomes. Unlike the private sector which may rely on Financial Key Performance Indicators to determine its efficiency and effectiveness, the public sector by its nature may not be able to adequately measure such criteria. (Dassah, 2011) cites (Maynard and Zapico-Göni,1997:5) argument that a “well-performing public program or service is one that is providing, in the most cost-effective manner, intended results and benefits that continue to be relevant, without causing undue unintended effects”

Conceding that measuring efficiency in the public sector is very difficult, the modern approach has been to focus on measuring the effectiveness of the interventions or programmes a government institution may roll out in their quest to solve the myriad of problems they have to deal with. The implication is that such measures can only be done at the end of the implementation of the public intervention taking a retrospective view (Boyle & Lemaire 1999:82 in Dassah, 2011).

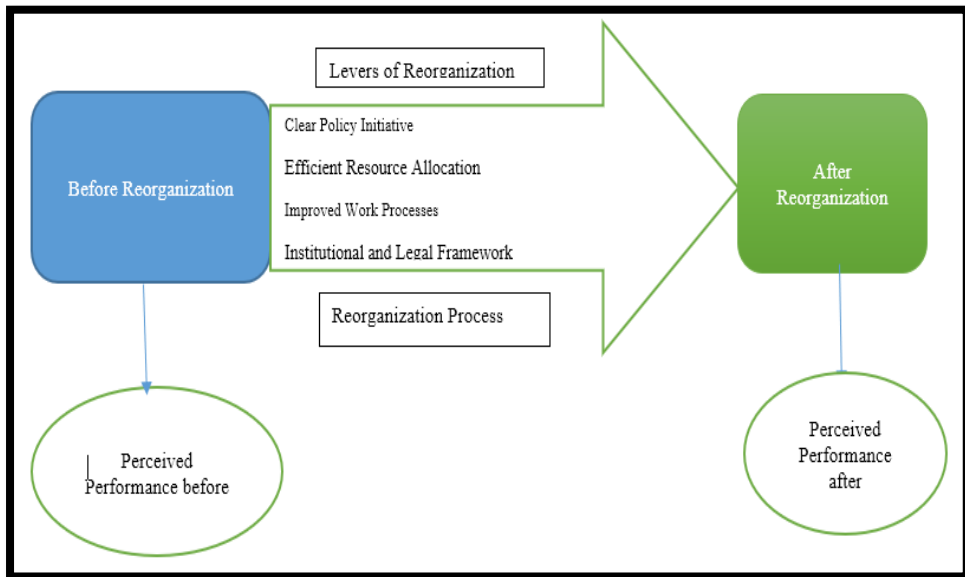
CHAPTER III: RESERCH APPROACH AND METHODOLOGY

3.0 Introduction

This chapter starts with the analytical framework upon which the research is carried out and goes on to discuss the research methodology used for this study. It discusses the research questions and the research hypothesis. It also provides information on the profile of the participants, what qualifies them for inclusion in the study and sampling technique used. Finally, the research design is discussed, and the instruments used for data collection are also highlighted. The OECD (2004) defines an analytical framework as the conceptual system of definitions and classifications of the related data. The framework helps structure the thinking in order to present the facts in a logical and systematic manner to facilitate understanding. Saunders et al. (2003) define research methodology as the systematic and scientific procedures employed to arrive at the results and findings for a study against which claims for a study are evaluated to answer the identified research objectives.

3.1 Analytical Framework

Diagram 1 : Analytical Framework



Source Author's Analysis

This study was constrained by availability of verifiable data of the ministry before its reorganization. Therefore, it confined itself to the solicited views of its respondents on the perception of performance of the reorganized ministry. The focus is on the reorganization of the Ministry and its perceived performance. It begins with taking views and reviewing the performance of the ministry vis-a-vis the existing levers of operations with a view on the perceived performance. The study then proceeds to examine the changes the reorganization brings on board vis-a-vis the existing levers. It then takes a look at the new organization and how these levers interplay to achieve the intended outcomes of performance. Finally, it assesses the perceived impact of the new organization and makes conclusions.

3.1.1 Definition of Constructs

Legett (2011) defines constructs as concepts or ideas about an object, attribute, or phenomenon that are worthy of measurement. In this study, the constructs to be measured are Clear Policy Initiative, Efficient Resources Allocation, Work Processes and Institutional and Legal Framework. These constructs have been sufficiently explained in preceding chapter and a summary of the key definitions are provided below:

Table 1: Conceptualization of Constructs

No.	Concepts	Definition
1	Clear Policy Initiatives (Sarna,2014)	The guiding principle used to set direction in an organization.
2	Efficient Resource Allocation (Trotman-Dickenson, 1996)	Resources are the available factors of production – labour, land, mineral wealth, capital and enterprise. A government’s decision on the allocation of resources between the private and public sectors will be influenced by political, social and economic considerations.
3	Improved Work Processes. (Lukashenko et al., 2009).	The process of reorganization means that , the organization itself, its working environment, clients, goals and objectives will all experience some form of change as a result of deliberate changes in the processes, structure, functions, tasks and personnel
4	Institutional and Legal Framework (IEES, 2006) , (TransLegal, n.d.)	Institutional Framework is the “set of formal organizational structures, rules and informal norms for service provision. Legal Framework on the other hand refers to a “a broad system of rules that governs and regulates decision making, agreements, laws etc.”

Source: Author

3.2 Research Question

This study is to assess the perceived impact of institutional reorganization on organizational performance in the Ministry of Sanitation and Water Resources, Ghana. It conducts this assessment from the point of view of both its external and internal stakeholders in the water and sanitation sector.

The main research question is does institutional reorganization improve institutional performance?

Additionally, the following sub questions will be addressed:

1. Does having a designated ministry guarantee an improvement in the water and sanitation sector?
2. What is the perception of the both external and internal stakeholders on the effectiveness of policy coordination under the new ministry?
3. What has been the perceived impact of the new ministry on quality of service improvement?

3.3 Research Hypothesis

H₁: Providing a clear policy initiative and direction to the new ministry will have a positive impact on its performance.

H₂: Resource allocation in terms of personnel, budget allocation and logistics to the new ministry will improve performance.

H₃: Providing the legal and institutional framework will improve the performance of the reorganised ministry

H₄: Work processes, organisational structure and systems will improve the performance of the reorganised ministry

It is important to note that the newly created ministry is two years since its inception. This study recognises that two years is short for evaluating the ministry as it may not have had enough time to fully realise the expected benefits from all the resources and efforts that have been deployed. However, if these same hypotheses listed above should be tested in 5 to 10 years' time, the results may be very different because the levers of reorganisation require time. In spite of this, the study is still of the view that two years is also not too short for an evaluation. Indeed, the results obtained from the research will be an important signal to the government and leaders of the factors that are enabling or inhibiting the ministry in its performance. This study can also serve as a valid point of reference and base comparator for any future assessment that may be done in 5 to 10 years' time.

3.4 Research Type

There are two broad approaches to undertaking research and these are Qualitative and Quantitative approach to research. The Qualitative method approaches research from a non-numerical data point relying often on use of case studies or exploratory studies. Data collected may later serve as a basis for further quantitative hypothesis testing. In contrast, quantitative research makes use of a systematic empirical investigation of properties and phenomena and their relationships. Statistics derived from quantitative research can be used to

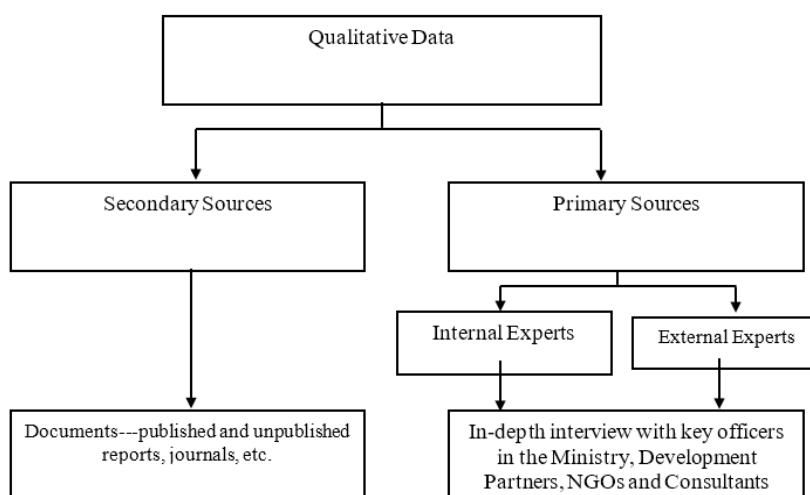
establish the existence of associative or causal relationships between variables. (Creswell, 2008).

This study adopts the Qualitative approach using the Ministry of Water and Sanitation as a case study. Data collected from both the secondary and primary sources will later serve to validate the hypothesis testing.

3.5 Data Sources and Collection

The study has identified the sources from which it will collect data and this is summarised in the Diagram 2:

Diagram 2: Sources of data



Source: Author form readings:

The use of this methodology is a standard approach used in most qualitative studies. There is no intention to over rely on one source of data but to have a balanced collection of data from both sources to ensure objectivity. The internal experts will include Senior Officers within the Ministry of Sanitation and Water Resource will be selected to administered questionnaires. The External Experts

are Officers from the Development Partners, Civil Society Groups and Non-Governmental Organisations involved in the sector. The Secondary sources will include published reports, magazines, previous studies and research work and any material available online and from the Ministry sources.

3.6 Population and Sampling Approach

A population is the total of all the individuals who have a set of characteristics and are of particular interest to the researcher (Saunders et al. 2007). The population for this study comprises all the staff in the Ministry of Water and Sanitation and the staff that work in all the development partner institutions, Non-Governmental organisations and Consultants who have a current or active service contract or engagement with the Ministry.

A sample is defined as a finite part of a statistical population whose properties are studied to gain information about the entire population whose properties are studied to gain information about the whole. In other words, sampling is the technique of selecting a suitable size of the population representative enough for the purpose of determining the characteristics of the entire population. That fraction of the population that is selected for the purpose of accessing data for this study is what is known as the sample size. Sample sizes for research vary but are generally small. For the purpose of this study, a sample size of 30 will be selected for collecting primary data. These Sampling techniques are either probabilistic or non-probabilistic. Nonprobability sampling eliminates some elements from any chance of being selected. Probability sampling gives all units from the population an equal chance of being randomly selected. For the purpose

of this study, the purposive sampling technique is used to ensure that those who really matter and have an opinion by virtue of their involvement at a certain level of work or engagement in the Ministry are selected and out of them, a random selection is made.

3.7 Data Collection Instrument

This study relies on both secondary and primary data for its analysis. The primary data will be collected mainly through structured and Semi- Structured questionnaires. This is consistent with standard research methods.

3.8 Data Analysis Technique

The data collected from the questionnaires will be analysed based on the predefined constructs explained under 3.1.1 vis-à-vis the research questions. These constructs form the basis of evaluating the research questions. The research questions focus directly on assessing what the perceived impact of institutional reorganisation have on the ministry. Data collected will be analysed qualitatively.

3.9 Overview of the Ministry of Sanitation and Water Resources

This section gives an overview of the Sanitation and Water sector with focus on the new Ministry of Sanitation and Water. This section relies heavily on the Strategic Medium-Term Development Plan of the Ministry of Sanitation and Water Resources 2018 – 2021. Copious sections of the document are reproduced in the study with the kind permission of the Ministry of which the researcher is an Assistant Director 1.

The Ministry of Sanitation and Water Resources was established in 2017 by the Government of Ghana by Executive Instrument 28 of 2017 in response to the challenges and lack of sufficient attention being given to the water and sanitation sector. The Ministry operates with the full powers of a statutory constitutional institution and as a Central Management Agency of the Government of Ghana. It has mandate to formulate and implement policies and strategies that will accelerate the development of the Water and Sanitation sub-sectors with the aim of providing sustainable water and environmental sanitation for all. The Ministry lists its Vision and Mission Statement in the MTDP as follows:

Vision:

“To provide Sustainable Water and Environmental Sanitation for All.

Mission Statement:

“To formulate and implement policies, plans and programmes for the sustainable management of the nation’s water resources; the provision of safe, adequate and affordable water; provision of environmental sanitation facilities, effective and sustainable management of liquid and solid waste for the well-being of all people living in the country.”

The Ministry is headed by a substantive Minister and two deputies for the sub-sectors. It has 6 directorates namely – The Finance and Administration Directorate, Human Resources Development and Management, The Policy Planning, Budgeting, Monitoring and Evaluation, Research, Statistics and Information Management, Directorate for Water, Directorate for Sanitation and one Unit – The Internal Audit. There is a Chief Director who serves as the

Administrative Head and is responsible for the effective and efficient running of the ministry and the Departments and Agencies and the Directorates.

3.9.1 The Water Directorate

The Water Directorate is mainly responsible for the coordination of all the programmes, policies and projects with regards to managing water resources and drinking water. There are 4 key agencies that report to the Directorate and these are Water Resources Commission, Ghana Water Company Limited, and Community Water and Sanitation Agency. The Sanitation Directorate has similar functions except it focuses on the sanitation sector. Its agencies are the School of Hygiene in Accra, Ho and Tamale. It also works closely with the Community Water and Sanitation Agency for effective service delivery.

In the Water Subsector, the Ministry conducts its operations under three Subsectors: The Water Resources Management, Urban Water Delivery Project and the Rural Water Project. Consequently, an assessment of the Ministry under the water sub-sector will usually follow the lead of these sub-sectors for evaluation of its performance.

➤ Water Resources Management:

This sub-sector is managed by the Water Resources Commission with a responsibility to “regulate and manage the sustainable utilisation of water resources and to coordinate related policies”.

➤ **Urban Water Delivery:**

This sub-sector is managed by the Ghana Water Company Limited with the responsibility to “provide potable water for urban population, regulate and manage the sustainable

utilisation of water resources”. As a full utility company owned by the State, GWCL operates about 88 water supply systems countrywide producing over 213 million gallons of water daily versus an estimated daily demand of 277 million gallons or 77% of urban water demand coverage (MSW, 2018). Ghana Water Company has been at the forefront of some landmark projects such as the GAMA Water Project, Upper East Region Water Supply Project, Kpong Water Expansion Project and The Urban Water Project, all in a bid to expand access to water in the urban areas.

➤ **Rural Water Delivery:**

The Rural Water Delivery is managed by the Community Water and Sanitation Agency with a mandate to “facilitate the provision of safe drinking water and related sanitation services to rural communities and small towns in Ghana.” The CWSA has been at the forefront of some major projects such as the Northern Region Small Towns Water and Sanitation Project and The Sustainable Rural Water and Sanitation Project. These projects have mainly sought to provide boreholes, and hand dug wells as well as latrines for the very poor rural communities.

3.9.2. The Sanitation Directorate

In the Environmental Health and Sanitation Sector, the Ministry is responsible for “maintaining a clean, safe and pleasant physical and natural environment in all human settlements, to promote socio-cultural, economic and physical wellbeing of all sections of the population.” (MSWR, 2018 pp6). Activities under the sanitation sector are conducted under three main sub-sectors which are Solid Waste, Liquid Waste, and Sewerage and Sewage Treatment.

➤ Solid Waste

Dealing with solid waste remains one of the biggest challenges Ghana faces in spite of an estimated 60% collection rate of all solid waste. Currently, the most advanced system of solid waste collection and disposal is the dedicated land fill sites. There exists a Private Public Partnership Joint Venture between the Government of Ghana and Zoomlion for the operation of a recycling-compost plant.

➤ Basic Sanitation

Basic Sanitation is also a major area of concern facing the ministry considering the fact that more than 50% of the population share toilet facilities and about 19% practice open defaecation (MSWR, 2018). The severity of the challenge is made worse by the fast increase urban population.

➤ Sewerage and Sewage Treatment:

Ghana’s sewerage system is very underdeveloped with Tema and Akosombo the only cities with comprehensive sewerage systems. The country has a poorly functional sewage and faecal sludge management system and consequently a

looming crisis which requires immediate and radical resourcing to change the narratives. There are currently a number of projects ongoing, the most important being the GAMA Sanitation and Water Project.

The MTDP of the Ministry clearly identifies the development challenges it faces in both the water and sanitation sector (MSWR, 2018). These challenges are listed below:

- Inadequate policy and institutional coordination and harmonization in sanitation and hygiene services delivery
- Low level of investment in sanitation sub sector
- Poor sanitation and waste management
- High user fee for sanitation services
- High prevalence of open defecation
- Poor collection, treatment and discharge of municipal and industrial wastewater
- Low levels of material for reuse and recycling

CHAPTER IV: FINDINGS, ANALYSIS AND DISCUSSIONS

4.0 Introduction:

This research is qualitative and adopts the purposive sampling technique in its selection of respondents. This technique allows the selection of respondents who have a direct experience, knowledge and connection to the problem and subject matter. The scope as previously explained in Chapter 3, is to focus on one ministry. As with all research, a sampling approach is sufficient to provide a view that may represent the whole population. In addition, the benefit of previous studies as discussed in the literature review may provide support or either wise to the findings of this study.

This study makes use of a questionnaire composed of two major parts and 4 sections. The components of the questionnaire are the structured and the semi-structured interview questions. The questionnaire begins with an overview of the purpose and objective of the research work. Respondents are given firm assurance of total confidentiality for their honest responses. The first section of the questionnaire elicits responses on the backgrounds and demography of the respondents covering the number of years worked in the sector, level of academic qualification and the specific roles they play in the sector. This is important because of the purposive sampling deployed to selecting respondents to ensure a representative coverage of the stakeholders in the sector. Section B covers the respondents' views of agreement on the levers of reorganisation, their perspectives on the perceived outcomes as a result of the reorganisation and

ratings of performance. A Likert Scale ranking of 1-5, denoting strong agreement on the highest scale of 5 and strong disagreement on a lowest scale of 1 is employed to correctly capture respondents' views to allow for coding and analysis. Section C is in the second part of the questionnaire and is made up of semi-structured questions to elicit open commentary from respondents on their views and assessment of the reorganisation process, the levers and the performance. The selection and administering of questionnaires to the respondents was carried out in the process below:

- i) Identification of key stakeholders who have both a high level of influence and interest in the subject matter
- ii) Confirmation of background of these selected respondents to ensure relevance at the time of responding to the questionnaires.
- iii) Notification by email of Research Work and obtaining consent to be part of the research respondents.
- iv) Distribution of questionnaire document in Microsoft Word Format by email to all identified respondents.
- v) Clear date of respond by and a contact number in case of assistance and mode of returning answered questionnaires were all provided in the email.
- vi) Consistent follow up of all respondents by mail and phone to guide and answer all possible feedback questions and enquiries. Follow up calls were also made to ensure on time and in full delivery of answered questionnaires.

All the respondents selected from the ministry, consultants, development partners and the NGOs have been involved in the activities of the water and sanitation sector before the reorganisation and are still involved after the reorganisation. The consultants selected are lead consultants in their respective firms and have been consulting for the water and sanitation sector before and after the reorganization. Respondents from the Development Partners (World Bank & UNICEF) included Country Directors and Specialists in the WASH sector of the various organisations. Respondents from the NGOs (World Vision International and Water Aid Ghana) were of the ranks of Country Programme Director and Country Director who have extensive experience and involvement in the water and sanitation sector. In addition, the Chairman of the Coalition of NGOs, with a track record of involvement and experience of the sector, was also a respondent. Respondents from the Ministry are Officers who were in the ministry before the reorganisation and are still present after the reorganisation. In all, there was a 100% return on administered questionnaires from all the respondents.

All these views have been incorporated in my final thesis and i would kindly request for your final endorsement.

4.1 Profile of Respondents

The respondents, totalling 30 were comprised of 10 Civil Servants representing 33.3%, 5 Public Servants representing 16.7%, 2 Local Government Officers representing 6.7%, 4 Officers from the Development Partners community, representing 13.3%, 5 Consultants from the Water and Sanitation sector

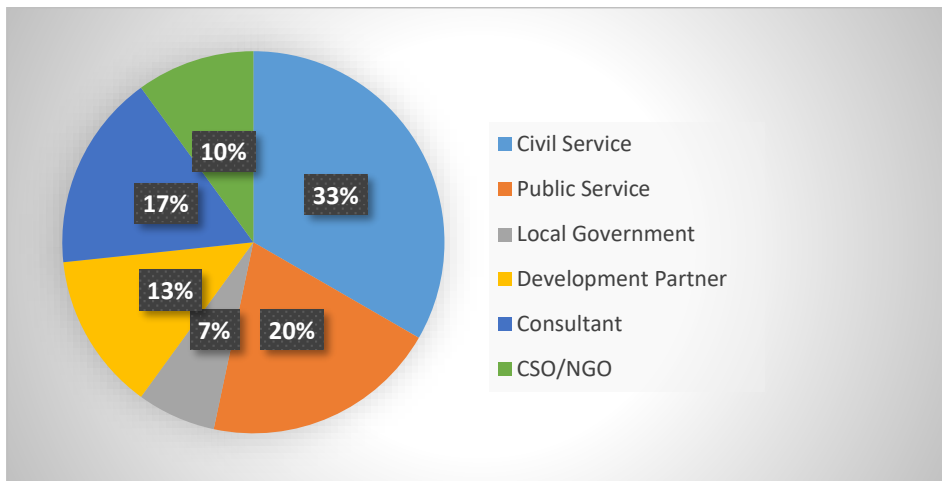
representing 16.7% and 3 representatives of CSOs/NGOs. This has further been grouped into two subcategories, Public Service and External Stakeholders. 18 belong to the Public service (Civil Service, Public Service and Local Government Service) representing 60% and 12 belong to external stakeholders (Development Partners, NGOs & Consultants) representing 40% which is a good representation of both view. This is shown in Table 1 below:

Table 2: Sector Profile of Respondents in %

	Measurement	Responses	Percentage
Please specify which of the Public Services or Institution you belong to	Civil Service	10	33.3
	Public Service	6	20.0
	Local Government	2	6.7
	Development Partner	4	13.3
	Consultant	5	16.7
	CSO/NGO	3	10.0
Further Grouping	Public Service	18	60.0
	External Stakeholders	12	40.0

Source: Author

Diagram 3: Profile of Respondents



Source: Author

Out of the total respondents, 21 representing 70% were males and 9 representing 30% were females. The imbalance in gender count did not have any perceptible influence on the quality of responses received. In terms of age, majority of respondents were in the age range of 41-50 years representing 40%, followed by 33.3% representing those within the age range of 51-60 years and 26.7% representing those who fell in the 31-40 years' age range. Furthermore, 29 respondents representing 96.7% of respondents possessed a Master's Degree and 1 respondent representing 3.3% possessed a Bachelor's Degree. With this level of education, there likelihood of receiving quality informed responses is high as these are respondents with direct senior level involvement in the water sector.

Table 3: Demographic Profile of Respondents. In %

Area	Measurement	Responses	Percentage
Gender	Male	21	70.0
	Female	9	30.0
Age	Less than 30 years	0	0
	31-40 years	8	26.7
	41-50 years	12	40.0
	51- 60 years	10	33.3
	Over 60 years		
Level of Education	Diploma	0	0
	Bachelor's Degree	1	3.3
	Post Graduate Diploma	0	0
	Master's degree	29	96.7
		0	0

Source: Author

Again as shown in Table 3, with regards to the number of years' experience in the Water and Sanitation sector, 11 persons representing 36.7% had been involved in the sector for more than 20 years, 9 persons representing 30% have been working in the sector between 16-20 years, 4 persons representing 13.3% have been working in the sector between 11-15years, again, 4 persons representing 13.3% have been working in the sector between 6-10 years with 2 persons representing 6.7% have been working in the sector for less than 5years. The relationship between the ages, level of education and the number of years of spent in the sector gives a high level of assurance that respondents are well matured and experience with sufficient knowledge in the sector and are better placed to give insightful responses with regards to the research being conducted.

Table 4. Years spent in the Water and Sanitation Sector

Number of years spent with the Water and Sanitation Sector	Measurement	Responses	Percentage
	Less than 5 years	2	6.7
	6 -10 years	4	13.3
	11- 15 years	4	13.3
	16-20 years	9	30.0
	More than 20 years	11	36.7

Source: Author

The profile of Positions of the respondents represent a good cross section of hierarchy levels in the water sector. Figure 4 below shows the list of respondents' positions.

Table 5. Roles of Respondents

PUBLIC SERVICE	EXTERNAL STAKEHOLDERS
Director-Water, Director-Sanitation, Executive Secretary, Director-Environmental Quality, Principal Development Planning Officer, WASH Specialist, Water Engineer, Senior Engineer, WASH Programme Officer,	Managing Director, Lead Consultant, Chairman, WASH Officer, WASH Specialist

Source: Author

It is important to mention that, based on the responses collected, the views of the internal and external stakeholders were not significantly different from each other and therefore combining their views did not affect the outcome and quality of the research. The sample split of 60% for internal stakeholders and 40% for

external stakeholders is a fair representation of the views of the population in the Water and Sanitation Sector.

4.2 Descriptive Statistics of Constructs

This section of the study focuses on a discussion of the descriptive statistics obtained from the respondents. It also discusses the responses from the semi-structured questions on the 4 Levers of Institutional Reorganisation. The discussion of the responses takes a combined approach to allow for alignment of the deeper insights respondents gave in the semi-structured questions which may not have been captured by responses to the structured questions. The focus on the Levers in the semi-structured questions is because the levers are the crux of the study, considering the role they play in the potential for success in the reorganisation process.

4.3.1 Levers of Institutional Reorganisation

4.3.1.1 Clear Policy Initiatives

Table 4: *Responses on clear Policy Initiative in percentage*

Clear Policy Initiatives					
In your view, what was the rationale for the creation of this Ministry?					
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
To Reduce Organizational Complexity	13.3	36.7	23.3	23.3	6.7
A Political Decision to meet Campaign Promise	20.0	10.0	16.7	26.7	26.7
To Respond to regulatory requirements	6.7	23.3	40.0	10.0	20.0
To Respond to emerging challenges and needs of the Water and Sanitation sector	73.3	23.3	0	0	0
To respond to external Stakeholders demand (Including DP, CSO, NGOs)	3.3	56.7	6.7	30.0	1.0

Source: Author

From the results collated on Clear Policy Initiatives as depicted in Table 5, 36.7% agreed with the notion that the ministry was created to reduce the organizational complexities of the previous institutional arrangements serving the sector, while 23.3% of respondents disagreed with this notion and a further 6.7% strongly disagreed. Secondly, 26.7% strongly disagreed and another 26.7% disagreed with the notion that the creation of the ministry was influenced by a political decision to satisfy a campaign promise of the current government. Even though

20% strongly agreed with this notion, 16.7% were neutral. Thirdly, 40% of respondents were neutral to the notion that the creation of the ministry was to respond to regulatory requirements, while 23.3% agreed with this notion and 20% strongly disagreed with it. Fourth, 73.3% of the respondents strongly agreed with the notion that the creation of the ministry was as a result of the government's response to emerging challenges and needs of the Water and Sanitation sector and 23.3% agreed with this notion. Lastly, 56.7% of respondents agreed with the notion that the creation of the ministry was government's move to respond to the demands of external stakeholders in the sector (including Development Partners, CSOs and NGOs), while 30% of respondents disagreed with this notion and 6.7% were neutral. Respondents agreed largely on the listed rationales for the creation of the new ministry. The strongest influencers are 1) government's response to emerging challenges and needs of the Water and Sanitation sector – 73.3% agree, 2) response to external stakeholders' demands (including Development Partners, CSOs and NGOs) – 56.7% agree and 3) the government's intention to reduce organizational complexities of the previous institutional arrangements responsible for these two (2) sectors – 36.7% agree. These observations from the respondents finds support in the body of literature examined in Chapter 2 as posited by (Caiden, 1969) and (Larbi, 1999), that external support from development partners may also come with pressure to reorganise institutions to achieve better outcomes and failure of existing administrative structures and functions to satisfy the needs and demands of the populace may also trigger the need for institutional reorganisation.

The questionnaire further afforded the respondent in the semi-structured interview the opportunity to express additional views on the subject matter. The key question asked was:

Q1: Do you believe there has been an improvement in the following areas since its inception?

Yes () Please provide your Reason, if No () Please provide your Reason

(i) Clear Policy Initiative.

A summary of their responses and selected quotes is enumerated below: In the submissions, 70% of respondents responded in the affirmative with 30 percent objecting to the notion that the creation of the MSWR has provided clear policy direction for the water and sanitation sector. It is evident that the creation of the MSWR was influenced by a clear policy initiative, nonetheless, till date, operationalizing the ministries strategies and plans to achieve its mandate has been a bit slow according to the respondents. Although minor strides have been made. The current challenges could be attributable to the normal "teething" problems new organizations face especially in the public sector.

Quote from Respondent No. 12

“Evidently, there has been a better focus on the water and sanitation agenda, including relevant global issues, though the strategic direction and policy thrust is not always very clear.”

Quote from Respondent No. 12

“Not much with regards to clear initiative as the strategic frameworks are yet to be reviewed and fully operationalized to reflect current trends and government’s rationale for the establishment of the new ministry”

4.3.1.2 Efficient and Effective Resource Allocation

Table 5 : *Efficient and Effective Resource Allocation in percentage*

Efficient and Effective Resource Allocation					
In your view, has Government allocated adequate resources to the Ministry to carry out its mandate and implement programs, project and activities?					
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Adequate Annual Budget Allocation	0	13.3	10.0	46.7	30
Adequate and requisite personnel	0	20.0	23.3	36.7	20.0
Training and Capacity Building for personnel	0	16.7	33.3	36.7	13.3
Sufficient logistics made available for the new Ministry	0	20.0	3.3	70.0	6.7

Source: Author

The results on Efficient Resource Allocation are depicted in Table 6. First, in terms of government's provision of funds in respect of the ministry's annual budget allocation since its creation, 46.7% of respondents disagreed with the notion that the annual budget allocation has been adequate, 30% of respondents strongly disagreed with this notion, and 13.3% of respondents agreed and 10% of respondents were neutral to this notion. Second, in terms of the assignment of adequate and requisite personnel to man the ministry, 36.7% of respondents disagreed with the notion that it is adequate, 23.3% respondents were neutral and 20% of respondents strongly disagreed and agreed with this notion respectively. Third, in terms of adequate training and capacity building for the personnel posted to the ministry, 36.7% of respondents disagreed with this notion, 33.3%

of respondents were neutral, 16.7% of respondents agreed and 13.3% of respondents strongly disagreed with this notion. Lastly, 70% of respondents disagreed with the notion that sufficient logistics had been made available for the newly created ministry to effectively carry out its mandate, 20% of respondents agreed with this assertion, 6.7% of respondents strongly disagreed with this assertion and 3.3% of respondents were neutral on this assertion. In the semi structured interview, the key question asked was:

Q2 Do you believe there has been an improvement in the following areas since its inception?

Yes () Please provide your Reason, No () Please provide your Reason

(ii) Resources Allocation

Respondents' responses to this question clearly showed a disappointment with the level of resources currently being given to the Ministry even after the reorganisation. Respondents indicated generally that there was little to less improvement dedicated to the MSW to carry out its mandate since inception. In addition to the challenge of receiving less than the budget amount requested for, there was the additional burden of actually always been in arrears of actual cash disbursement. This clearly has an adverse impact on the capability of the Ministry to carry out its programmes and activities. With regards to Human Resources and Capacity Building, even though 36.7% were of the view that resource allocation was not enough, almost 50% of the respondents generally agreed that the

Ministry possessed adequate human resources and opportunities for capacity building. A quote from one respondent reads as:

Quote from Respondent No. 1

“Some reasonable amount of human resources has been allocated, however, in terms of financial and equipment; there has been a significant inadequacy.”

The study notes that; respondents are of the view that resource allocation to the sanitation subsector has slightly improved as compared to the water sector.

Quote from Respondent No.1

“Resource allocation to water has not changed much. However, that for Sanitation has. Though this may not at the level to help achieve expected goals, the current allocation level is may be considered better than previously when barely non-existent.”

The possible reason for this, from the perspective of the researcher, is because the water sector has attained 80% national coverage as compared to the very low coverage of 15% for sanitation. This information is available in the Water Directorate Strategic Plan and the NESAP, provided in Appendix 2.

Sufficient human resources without the requisite financial and logistic resources can create a situation of organizational inertia, such that policies to be implemented are always done with retrospect to their given timelines. As (Trotman-Dickenson, 1996) has explained resource dependency and availability have a profound effect on the outcome of a new policy or reform or reorganization in the public sector.

In the past, successive governments have relied mostly on funds from development partners to support activities in this sector. Generally, it can be

deduced from the submissions of respondents that overall, resource allocation, including Budget/Funds, Logistics, Human Capital and Capacity Building to enable the newly created ministry to effectively carry out its mandate is insufficient. This brings governments intentions and commitments to the sector under critical scrutiny, because the creation of the ministry was largely hailed by all and sundry as a good move and a step in the right direction to address the myriad of challenges in the Sanitation and Water sectors of the economy. However, government's failure to commits resources, especially funds to actualize the plans and projects seems to suggest that the creation of the ministry was just mere rhetoric and for achieving political goals. It is not enough to build the human capacity, financial resources must also be sufficiently made to increase the chances of success of any institutional reorganization process, as posited by Chandarasorn (1997) that the more the public sector organization possesses affluent resources, the higher the chance of successful implementation of a reorganization.

4.2.1.3 Institutional and Legal Framework

Table 6 : **Institutional and Legal Framework in %**

Institutional and Legal Framework					
In your view, does the Ministry have the required Legal and regulatory Framework to effectively carry out its mandate?					
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Has the Government promulgated the laws to establish the Ministry	56.7	13.3	20.0	10.0	0
Has the Law defining the mandate of the new Ministry (Ministry of Sanitation and Water Resources) been clearly defined?	10.0	46.7	23.3	3.3	16.7
Has the new mandate been aligned with partner MMDAs?	0.0	6.7	23.3	23.3	46.7

Source: Author

From Table, 56.7% of respondents strongly agree that the Government has promulgated the required laws to establish the ministry, compared to 20% who are neutral, probably because they are not aware and 10% who perhaps expect some additional legal requirements. It is worthy to note that, the Ministry of Water Resources and Sanitation was set up in 2017 by the Government of Ghana, through an Executive Instrument (E.I 28 H) by hiving off Water and Sanitation Management from the Ministry of Works and Housing and Ministry Local Government and Rural Development respectively to create the Ministry of Sanitation and Water Resources as required by the laws of Ghana. First, 56.7% of respondents strongly agreed that the government has promulgated the requisite

laws to establish the ministry, 20% of respondents were neutral, 13.3% of respondents agreed with this notion and 10% of respondents disagreed with this notion. Secondly, there is also an agreement among 46.7% of respondents and a strong agreement among 10% of respondents that the law defining the mandate of the new Ministry is clearly defined. To still record 20% of respondents claiming disagreement on the clarity of the law points to the fact that there is still work to be done to make the law much clearer and explicit to all stakeholders.

Lastly, on the assertion whether the new mandate of the ministry has been aligned with that of partner MMDAs, 46.7% of respondents strongly disagreed with this assertion, while 23.3% of respondents disagreed, giving a total of 70% disagreement with this assertion. A 70% disagreement is a significant statement that there is clearly a mismatch in the mandates of the new ministry and its partner MMDAs. Such nonalignment has the potential to impact on the success or either wise of the new ministry. From the perspective of the researcher, the sentiments of the respondents are worth considering because in reality there is an overlap of roles and mandates between the Ministry of Sanitation and Water Resources and the Ministry of Local Government and Rural Development. The Ministry of Local Government has the mandate to implement sanitation and water initiatives at the local and district level under the direction of their minister. The Ministry of Sanitation and Water Resources is however the ministry responsible for policy. The new law has not yet fully aligned the policies of the two ministries under the new arrangement. In the same semi-structured section, the question posed to respondents was:

Q3: *Do you believe there has been an improvement in the following areas since its inception?*

Yes () Please provide your Reason No () Please provide your Reason

(iii). Institutional and Legal Framework

It is evident from the respondents, that the establishment of the MSW was accompanied by the required law to back it. However, the institutional and legal framework required to fully empower the ministry to effectively and efficiently carry out its mandate to achieve desired results is still work in progress. This seeming delay may be because of the highly bureaucratic processes coupled with the necessary consultations required among all stakeholders and actors in the two sectors considering that these two were separate and under different Ministries in recent past. Quotes from one respondent reads as:

Quote from Respondent No. 7

“The institutional and legal framework for the water subsector is well developed. The issue is with the sanitation sector. A clear review of the previous situation, which initially seemed to prevail, is required and then clear policy and legal/legislative enactments should be harmonized and adopted as necessary.”

Quote from Respondent No. 12

“YES, but inadequate. There is the need for alignment with the Local Government Ministry, so that the relationship with the MMDAs is clearly outlined. This will also enhance co-ordination”

4.2.1.4 Improved Work Process

Table 7: **Improved Work Process in %**

Improved Work Processes					
In your opinion, will the administrative and organizational structure, work processes and systems established for the Ministry enable the staff achieve successful outcomes?					
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Reporting Lines, Supervision and Accountability	3.3	5.3	10.4	44.2	36.8
Supervision of projects, initiatives and policy have improved	7.4	17.2	14.7	29.5	31.2
The Ministry has greater power now to deal with water sector challenges	8.0	6.7	50.0	24.3	11.0

Source: Author

The Table summarizes the submissions of respondents on the question whether the established administrative and organizational structure, work processes and systems for the ministry will enable staff achieve successful outcomes. There is a 44.2% disagreement and 36.8% strong disagreement on the potential of the current reporting lines and accountability to support a successful outcome. Respondents do not believe that the current arrangement are helpful to achieve the expected outcomes in the reorganisation process. 29.5% and 31.2% disagree and strongly disagree respectively that the new Ministry has improved on its supervision of projects, initiatives and policy. 14.7% of respondents are however neutral. This implies that respondents do not see the desired presence and involvement of the new Ministry in the scheme of activities in the sector. Lastly,

in terms of the ministry having greater power with the challenges of the sector, 50% of respondents were neutral, 26.7% of respondents agreed with the assertion, 24.3 % of respondents disagreed with the assertion while 11.0% of respondents strongly disagreed. From the semi-structured section, the question posed was;

Q3: Do you believe there has been an improvement in the following areas since its inception?

Yes () Please provide your Reason, No () provide your Reason

(v): Work process

Specifically, respondents are of the view that the absence of a legal framework to back the operations of the MSWR vis-a-vis its partner MMDAs is a major drawback in the definition of its work processes, organisational structure and systems. Even though the new Ministry has the traditional organizational manual which is commonly used in all ministries, there is a non-detailed information on the required work process and the harmonization of the roles expected of the district assemblies who are critical in implementing water and sanitation policies, plans and programmes at the local level. This obviously will affect the effectiveness of staff and external stakeholders to carry out activities to support the mandate of the new ministry. This situation could be attributable to the fact that the ministry has only been operational barely two (2) years now and as it is with newly created public institutions, some teething problems may arise. In essence, it may be difficult to evaluate the effectiveness of workflow processes in the ministry. Additionally, the hiving of the two sectors from other ministries to create this ministry requires the realignment and harmonization of certain

functions and processes which usually takes some time to complete. A quote from a respondent sums up the general perception among most of the respondents.

Quote from Respondent No. 16

“This remains a big challenge as there is no direct linkage between the Ministry (in Accra) and MMDAs at local level to coordinate implementation of sanitation programs/activities”.

4.3.2 General Acceptance Questions

Table 8 : General Acceptance Questions in %

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Having a designated ministry does not guarantee an improvement in the water and sanitation sector.	56.7	20.0	6.7	3.3	13.3
Development Partners do not fully embrace due to lack of involvement.	0	6.7	63.3	3.3	26.7
Ministry’s bureaucracy considers reorganisations as a cyclical activity with no real impact.	6.7	10.0	70.0	6.7	6.7
Reorganisation is a political rearrangement to achieve manifesto objectives.	0	6.7	46.7	12	1

Source: Author

This section was to do a check on the general acceptance of the reorganisation process and the new Ministry of Sanitation and Water Resources. There were 4 specific questions to which respondents had to give their views. First and foremost, a significant majority of the respondents (56.7% strongly agree, 20.0%

agree) are of the view that merely creating a designated ministry for water and sanitation does not guarantee an improvement. Contrasted with their previous responses on clear policy initiative, we may deduce that creating a designated ministry is a necessary but not sufficient condition for success. The sufficient conditions have been highlighted by respondents in their responses on the four levers of the reorganizational process. Secondly, 63.3% of respondents were neutral on the question of whether Development Partners fully embrace or not the creation of the ministry due to lack of involvement. The point of neutrality does not suggest any strong view; however, a 26.7% strong disagreement can be inferred to mean there is probably not much involvement in the activities of the new ministry. Thirdly, in terms of how the ministry's bureaucracy considers the reorganization, 70% of respondents were neutral on the assertion that the bureaucracy regarded it as a cyclical activity with no real impact. This is very revealing considering that the 76.7 were of the view that merely creating a designated ministry will not guarantee success. It is possible to infer that as much as stakeholders' welcome interventions, they are also keenly interested in the commitment and support that is given in the form of resources and action and hence will not outright write off government interventions as cyclical. Lastly, in terms of the reorganization being a political agenda to achieve manifesto objectives, 46.7% of respondents were neutral on this assertion, 26.7% (10% and 16.7%) generally agreed while 25.6% (12% and 13.6%) generally disagreed. It is not surprising that respondents' views on this question are closely split. The

question of politics divides and in the circle of professional stakeholders, respondents are likely to stay neutral without strongly taking sides.

4.3.3 General Administration

Table 9 : General Administration in %

General Administration	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Public Servants in the ministry are now more professional.	0	6.7	36.7	53.3	3.3
Work processes have greatly improved costs efficiency.	0	16.7	20.0	60.0	3.3
Public Servants show increased motivation and attitude towards work.	0	56.7	23.3	6.7	13.3
Public Servants show better ethical behaviour in their dealings.	16.7	13.3	63.3	3.3	3.3

Source: Author

Table 10 summarizes the submissions of respondents on the impact the Ministry has made on General Administration. First, on the level of professionalism of the public servants in the ministry, 53.3% of respondents disagreed with the notion that the public servants in the ministry are now more professional, 36.7% of respondents were neutral on this notion, 6.7% of respondents agreed to this notion and 3.3% of respondents strongly disagreed with the notion. Second, in terms of improvement of work processes, 60% of respondents disagreed with the notion that work processes have greatly improved cost efficiency, 20% of

respondents were neutral to this notion, 16.7% of respondents agreed with the notion and 3.3% of respondents strongly disagreed with the notion. Third, in terms of increased motivation and attitude of the public servants in the ministry towards work, 56.7% of respondents agreed with this notion, 23.3% of respondents were neutral to this notion, 13.3% of respondents strongly disagreed and 6.7% of respondents disagreed with this notion. Lastly, in terms of improved work ethics of public servants of the ministry, 63.3% of respondents were neutral to this notion, 16.7% of respondents strongly agreed with this notion, 13.3% agreed and 3.3% of respondents each disagreed and strongly disagreed with the notion respectively.

From the observations, it is observed that generally, the impact of the creation of the ministry cannot be explained in the general administration of the ministry. This affirms the viewpoint of majority respondents that the creation of the ministry is not a guarantee that desired outcomes and targets would be achieved. This is not surprising at all as (Mosher, 1965) argued that whilst reform encompasses the institutional and attitudinal aspect of the change, reorganisation refers to only the institutional aspect of the change. This is an important weakness in the reorganisation process as according to Khosla cited in (Quah, 1976) “structural changes in

organisation will not be of much help unless the human factor in administration is suitably tackled”.

4.3.4 Policy Coordination and Effectiveness

Table 10: Policy Coordination and Effectiveness in %

Policy Effectiveness	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Policy coordination between MMDAs, Partner Agencies and related Ministries have improved.	3.0	4.3	17.3	45.3	30.1
Public Awareness of new policy direction has improved.	0	13.3	53.3	30.0	3.3
The new policies are more effective with the new Ministry’s direction.	0	4.2	60.0	20.4	15.4

Source: Author

In assessing the Policy Effectiveness of the new Ministry, Respondents were expected to give their views on coordination, public awareness and the effectiveness of the new policies. Results collated from their submissions point to some reservations from stakeholders in the sector. 45.3% of respondents disagree that there has been an improvement in the coordination between MMDAs and Partner Agencies and related ministries. 30.1% of respondents strongly disagree while 17.3% are neutral. What could account for this level of rejection from the stakeholders? Can it be that the notion of having a designated ministry raised expectations of a higher and better performance and hence, the failure of government to align the work process between the Ministry of Sanitation and Water Resources and the Ministry or Local Government has

contributed to the bigger disappointment? These reasons are possible considering that respondents are positive about having a designated ministry but clearly indicate that it is not enough to have a designated ministry. Resources and alignment must also follow suit to ensure successful outcomes.

Respondents on whether there has been an improvement in the public awareness of the new policy direction also showed a 53.3% neutrality, 30.0% disagreement but a 13.3% agreement. It is a matter of course to expect this trend because the Ministry of Local Government still control the activities at the local and district levels. Stakeholders and Partners will more likely be interacting with the Local Government on a more frequent basis than the Ministry of Sanitation and Water Resources.

Finally, respondents were to give a verdict on whether the new policies are more effective with the new Ministry's direction. Once again, a significant majority of 60% were neutral, while a combined 35.8% disagreed with the assertion. Generally, the submissions from respondents in this section indicate that there is a gap in the coherence of the ministry's direction and policy. The ministry still has a lot to do in terms of policy direction and implementation. The failure of the Ministry to actively drive and deliver the "Making Accra the Cleanest City in Africa" project is perhaps a testament of the views given in this section. At the launch of the new ministry, this project was the banner headline heralding the government's objective. Two years down the line, there have been silence on this project and apparent abandonment as the results have been very poor.

Some scholars may argue that it may be early days yet to evaluate the effectiveness of the ministry's policies, however, others argue that since other ministries were already handling these mandate, thus, the goodwill for the newly created ministry was already existent and above all, all stakeholders offered support for the creation of a substantive ministry.

Table 11: Quality of Service Improved in %

Public Service Delivery	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Quality of service delivered to the public at the ministry has improved.	0	11.7	20.0	56.7	11.6
New innovations have been rolled out by the Ministry.	0	60.0	26.7	6.7	6.7
Access to service to the public has improved.	0	6.7	16.7	60.0	16.7

Source: Author

In terms of improvements in public service delivery of the new ministry, Table 9 summarizes the submissions of the respondents. First, in terms of improvement in the quality of service delivered by the ministry, 20% of respondents were neutral on this notion, 11.7% of respondents agreed to this notion, 56.7% disagreed and 11.6 % strongly disagreed with the notion. Second, in terms of innovations, 60% of respondents agreed to the assertion that the Ministry has rolled out innovations since its establishment, 26.7% of respondents were neutral to this notion, and 6.7% of respondents each disagreed and strongly disagreed with this notion. Lastly, in terms of improved access to services by the public, 60% of respondents disagreed with this notion, 16.7% of respondents were

neutral to this notion and 6.7% of respondents agreed and 16.7 strongly disagreed.

These submissions have very serious implications for the implementation and communication strategy of the new Ministry. Perhaps, the earlier responses on the insufficiency of logistics and funding can explain why even though the Ministry has rolled out innovations, these innovations and services are largely inaccessible where they are needed most and improvement in the quality of the services being rendered are questioned. It appears that beyond the acknowledgement of the government's decision to set up a designated ministry, there is very little that has been done to ensure service delivery improves. This assertion is buttressed by a recent publication by the Coalition of NGO's in the Water and Sanitation Sector (CONIWAS) that Ghana's water and sanitation policies yet to be sufficiently aligned with SDGs (businessghana.com, 2019).

4.3 Additional Analysis of Semi-Structured Section

This Semi- Structure interview focuses mainly on the challenges that may hinder the new Ministry for achieving its mandate and sort for recommendation from respondents;

Q5: Is it necessary to have a designated Ministry for Water and Sanitation?

Yes () Please provide your Reason No () Please provide your Reason

In their submissions, about 90% of the respondents agreed with a yes that having a designated ministry was very necessary to address the water sector. Varied reasons were given by the respondents to buttress their conviction of this

imperative option. They indicated that a designated Ministry for Water and Sanitation will provide the needed "strategic focus" for this critical sector, the requisite legal and regulatory framework, accountability for resources and deliverables, policy direction and coordination and ensure efficiency and effectiveness in the sector. It is thus observed there is a strong and broad consensus from respondents that a new Ministry was certainly necessary.

Quote of Respondent No. 13

Yes. This is to give focus to sanitation and water resources issues, provide dedicated and equitable resources to delivery WASH to ensure no is left behind as per SDGs,

Q6: The question posed to respondents was “From your experience, what are the key challenges that can hinder the newly created Ministry of Sanitation and Water from achieving its Mandate?”

The respondents submitted the following as the key challenges that can hinder the newly created Ministry of Sanitation and Water from achieving its Mandate.

1. clarification of the roles between (a) the Ministry of Sanitation and Water Resources (Policy formulation and review) and (b) Ministry of Local Government and Rural Development (oversight for MMDAs which implement water and sanitation policies at the operational level)
2. Lack of sustained financing from Government.
3. Lack of political leadership that understands the sector and able to navigate the institutional complexities.
4. Lack of coordination with other sector player, both at the national regional and local levels.

5. Absence of core skills and expertise within the MSWR to provide needed support to the sector and for the implementation of key commitment

Quote from Respondent No. 3

Limited financial resources to support the roll out of activities that will contribute to changing behaviors, and improving access to basic services; Failure to be accountable with the use of resources on activities for which the money was allocated. Limited involvement of Development partners in decisions that affect the attainment of global and national WASH commitments; Dysfunctional sector coordination platforms such as the WSSWG, NTWG, M&E, etc. Absence of core skills and expertise within the MSWR to provide needed support to the sector and for the implementation of key commitment.

Q7: “From your experience, what are the key recommendations that can support the newly created Ministry of Sanitation and Water from achieving its Mandate?”

The respondents submitted the following as key recommendations that can support the newly created Ministry of Sanitation and Water from achieving its Mandate

1. The strengthening of the Water and Sanitation Directorates with the recruitment of experts with adequate skills mix.
2. Alignment of the institutional relationship between MSWR and the MMDAs through their supervisory institutions e.g. MLGRD and OHLGS.
3. Government must commit adequate financial resources through the annual budget to support the sector particularly, sanitation delivery. If this is not done, the country may lose out in achieving the targets in the SDG for sanitation

4. Harmonization of policies, plans and programmes, improve intra and inter-ministerial coordination.

Quote from Respondent No. 15

1. Clear and focused policy direction - 2. Technical capacity to drive the various directorates in the ministry - 3. The financial support - 4. Inter-ministerial coordination especially with the Ministry of Local Government and Rural Development to ensure practical execution of sanitation policies and plans at the District level. - 5. The absence of a strong regulatory institution or framework to support the sanitation component of the Ministry.

4.4 Answers to the Research Hypothesis and Research Questions

4.4.1 Research Hypothesis

In conducting this research, the study adopted 4 hypotheses to verify the impact of the institutional reorganization on the performance of the institution in question. The study in the process, established the influence of the levers of reorganization and how they impact on the success of the reorganization process and the performance of the reorganized ministry. In this section, the hypotheses are tested to verify as true or either wise the impact of institutional reorganization on institutional performance.

H₁: Providing a clear policy initiative and direction to the new ministry will have a positive impact on its performance.

Based on the results obtained from respondents, it was clear that the government provided a clear policy initiative and direction for the new ministry. Respondents were unanimous on the rationale for reorganizing the ministry and these

rationales were 1) government's response to emerging challenges and needs of the Water and Sanitation sector – 73.3% agree, 2) response to external stakeholders demands (including DPs, CSOs and NGOs) – 56.7% agree and 3) the government's intention to reduce organizational complexities of the previous institutional arrangements responsible for these two (2) sectors – 36.7% agree. However, this clear policy initiative did not significantly improve the performance of the new ministry. Submissions by respondents on improvements in access to service was 60% disagreement and 16.7% strong disagreement. Also 56.7% disagreed on improvement in quality of service delivered by the ministry with another 11.6% strongly disagreeing. These levels of disagreement are significant and therefore we can conclude that the performance of the new ministry has not improved even with a clear policy initiative. Consequently, the hypothesis does not hold true.

H₂: Resource allocation in terms of personnel, budget allocation and logistics to the new ministry will improve performance.

Resource allocation must be efficient and effective to ensure a sustained outcomes and performance. With regards to budgetary allocation, 46.7% disagreed while 30% strongly disagreed on the adequacy of budgetary allocation to the new ministry. Even though some have asserted in the semi structured interview that there has been a marginal increase in the budgetary allocation to the sanitation sector as compared to the water sector, these budgetary allocations are not disbursed on time and in full. Consequently, programmes and activities meant to be rolled out are often in delay or not delivered. With regards to

logistics, 70% disagreed and 6.7% strongly disagreed on the adequacy of logistics available for the use of the new ministry. This logistics include vehicles, office space accommodation, information and communication technology resources and suitable equipment for use in the office are all lacking. Lastly, on personnel, 36.7% of respondents disagree while 20% strongly disagree that the new ministry has adequate and the requisite personnel. Also, 36.7% of respondents disagreed with the sufficiency of training and capacity building. This is so because according to respondents, some of the personnel that have joined the new ministry do not have the requisite skills, knowledge and experience required for the sector. There are also very little interventions by way of capacity building and training to boost their competencies. The key conclusion of all these is that regardless of the allocation of resources to the new ministry, even with an increase, if resources are not released on time and in full as planned, human resources are not of the required skill and competencies and logistics are not available, the ministry will not see an improvement in its performance. Therefore, the hypotheses will not hold true.

H₃: Providing the legal and institutional framework will improve the performance of the reorganised ministry.

The new Ministry has been established with an Executive Instrument (EI 8). 56.7% of respondents agree and 13.3% strongly agree and are aware that the Government has promulgated the law to establish the ministry. Also 46.7% agree with 10% strongly agreeing that the law defines the mandate of the new ministry. Our secondary research also shows that the new ministry had its vision, mission

and mandate spelt out when it was reorganised. However, 46.7% of respondents disagree while 23.3% strongly disagree that this new mandate has been aligned with partner MMDAs and the Ministry of Local Government. This creates a gap in policy implementation and coordination in the sector. And this will negatively affect performance as demonstrated by the submissions from respondents. The hypothesis therefore does not hold because this legal and institutional framework has not been aligned with partner MMDAs and there is no coordination in the sector.

H₄: Work processes, organisational structure and systems will improve the performance of the reorganised ministry.

This study established in the literature review that the key benefit of restructuring or reorganizing is to improve upon the “effectiveness and efficiency along cross-functional processes”. These improvements come in terms of reviewing existing procedures, identifying new functions and competencies, aligning the necessary talent pool to achieve the goals and objectives of the reorganization process. The Government, upon drawing up an objective to reorganize, setting it up in a policy document, allocating resources to support the new policy, can as a matter of course initiate changes in the way work or tasks are carried out by a particular organization to ensure the expected outcomes are achieved. Respondents were unanimous that despite being aware of a clear policy on what government intended to achieve with the reorganization process, there was a huge gap in the aligning of reporting lines and accountability to support a successful reorganization process and a successful performance of the new ministry. It was

clear that the necessary steps of redesigning or restructuring of the reporting lines, supervision, accountabilities, authorities and points of collaborating between the Ministry of Sanitation and Water Resources and the Ministry of Local Government along with the MMDAs were not done and consequently, implementation of new initiatives in the sanitation sector were ineffective. A classic case in example is the poor implementation of making “Accra the cleanest city in Africa”. This is an initiative the new Ministry was tasked with, but in reality, cannot implement effectively because the authority to carry out such activities lie with the Local and District Assemblies who have a different minister and ways of working. Hence, the hypothesis does not hold true the lack of alignment in work processes, organisational structure and systems between the ministries and MMDAs adversely constrain the ministry from improving upon its performance.

4.4.2 Research Questions and Answers

This section will focus the answers to the main and sub-research questions. It comprises of two parts, the first and second part recalls and answers the questions respectively.

4.4.2.1 Research Question

This study set out to assess the impact of institutional reorganisation on institutional performance using the Ministry of Sanitation and Water Resources as the case study. To conduct the study, a main research question was identified along with sub-research questions to guide the course of discussion and analysis. In this section, we answer the research question and the sub questions drawing

on the responses given by our research respondents, with support from our literature review and secondary data gathered in the course of the study.

The main research question is:

Does institutional reorganisation improve institutional performance?

The sub questions were:

1. Does having a designated ministry guarantee an improvement in the water and sanitation sector?
2. What has been the perceived impact of the new ministry on quality and access to service improvement?

4.4.2.2. Answers to Questions

- **Main Question**

Main Question: Does Institutional Reorganisation Improve Institutional Performance?

It is imperative to establish that as with all reorganization, the overall objective is to reposition these organizations to be efficient, effective, and productive and above all deliver the government's programs and agenda successfully. The literature review conducted by this study shows that in spite of the general criticisms of frequent reforms by governments, there are still legitimate reasons why it may be necessary to initiate reforms and reorganizations in institutions. The study provided a brief history of the origins and reasons for the reorganization of the Ministry of *Sanitation and Water Resources*. It established that the decision was consistent with the common motivations governments use to initiate such changes. Most importantly, the study identified and justified four

levers that are crucial to improving the performance of the new organization. The responses obtained from respondents are:

- (i) Setting up designated ministry was a welcome move, a great initiative by the government to address the complex challenges and evolving needs of the sector. Though an important requirement to achieve the needed outcomes and impact in the sector, the setting up alone is not sufficient to ensure success.
- (ii) Respondents were unanimous in submitting that the legal and institutional framework required to enhance and ensure improved performance has not been properly put in place and hence the ministry was failing to achieve the desired impact. At policy and initiatives level, the ministry was recognized as having introduced very good initiatives but on the implementation and coordination level, the ministry's performance was woeful.
- iii) Respondents also acknowledged the slight increase in funding for the sanitation sub-sector, however it cited the poor and erratic release of budgetary allocation and unavailability of logistics as a major hindrance to improving the performance of the sector.
- iv) Respondents also pointed out that the absence of a suitable institutional and legal framework has made aligning the goals, objectives and mandates of the Ministry along with its partners, MMDAs and the Local Government almost difficult. Consequently, the work processes and

supervision have largely remained ineffective to drive the required change and achieve improvement in performance.

- v) Respondents overall views on the performance of the ministry with regards to access and service delivery has been negative.

The findings made by this study is further corroborated by an article published in the Journal of Water, Sanitation and Hygiene for Development by (Appiah-Effah et al., 2019). The paper assessed why Ghana missed the Millennium Development Goals on Sanitation and how it was working towards achieving the Sustainable Development Goal 6 on sanitation and water. Their findings concluded that there exists a low sanitation level in Ghana and this is largely driven by complex institutional, economics and socio-cultural factors. Among the major challenges they identified, financial commitment and poor implementation of policies were the most serious challenges. Their findings are consistent with the findings made by this study.

- **Sub-Research Questions**

1. Does having a designated ministry guarantee an improvement in the water and sanitation Sector?

The submissions made by respondents point to an interesting observation that even though there was clarity as to what the new ministry was meant to achieve, deficiencies in other key requirements meant that from both a reality check and a point of perception, the new ministry was not going to be effective in addressing the challenges in the water and sanitation sector. 56.7% of the respondents were of the view that there is no guarantee that the new ministry was going to see an

improvement in performance in the sector simply because it is now designated solely for the sector. These key requirements, which are lacking, are Efficient Resource Allocation, Improved Work Processes and Alignment of the Institutional and Legal Framework. the Beyond the submissions of the respondents, a quick check on the news making rounds in the public domain prove that partner agencies such as NGOs and CSOs have raised concern about the non-alignment of Ghana's water and sanitation policy with the Sustainability Development Goal 6 – which calls for clean water and sanitation for all. Creating a new ministry is a necessary condition, but insufficient to guarantee improvements in the water and sanitation sector.

2. What has been the perceived impact of the new ministry on quality of service improvement?

An independent report published by the Alliance for Social Equity and Public Accountability in October 2019 ranked the Minister for Sanitation and Water Resources as one of the worst performing ministers in the country. Although the rigor of research methods used in this report cannot be attested to, the report sums up the frustration and doubts expressed by respondents in their submissions to the question of whether the quality of service has improved under the ministry. Another independent report published in the Journal of Water, Sanitation and Hygiene for Development by (Appiah-Effah et al.,2019) shared similar sentiment on the massive failure of the Ministry to improve upon service delivery. This study had 60% of respondents disagreeing with the assertion that access to service to the public has improved even though 60% agreed that the Ministry has rolled out new innovations.

CHAPTER V: SUMMARY, LESSONS, CONCLUSIONS AND RECOMMENDATIONS

5.0 Summary

This study has been about assessing the impact of institutional reorganization on institutional performance. Through its literature review, it clarified the concept of reform and reorganization and offered a working definition of institutional reorganization to guide the scope of its work. Most importantly, it identified four important levers of reorganization as critical for the successful implementation of the reorganization process with a direct influence on improved performance of the new organization. These four levers formed the basis of the analytical framework based on which the study performed its analyses. These four levers are i) clear policy initiatives ii) resource allocation iii) legal and institutional framework and work processes. Based on the responses obtained from respondents, the most important challenges identified were i) poor resource allocation to the new ministry, ii) absence of a suitable institutional and legal framework and lack of clarification in the roles and work processes between the ministry and partner MMDAs.

5.1 Lessons

The key lessons learnt from this study are

- i) Creating a designated ministry for the sanitation and water sector is a necessary condition but not sufficient if the other factors supporting its success are absent. All four components of the levers of reorganization must be actively pursued. It is the only way to ensure success of the reorganization process.
- ii) The Communication efforts of the new Ministry must be improved and geared towards a consistent engagement with the public on the initiatives and innovations it is rolling out.
- iii) The absence of implementing agencies focused on operational and implementation activities for the sanitation sector is a major explanatory factor for the very low performance of the sub-sector.

5.2 Recommendations

Based on the lessons learnt, this study makes some key recommendations for consideration by the government and the Ministry of Sanitation and Water Resources. These recommendations are:

- i) Immediate implementation of an appropriate institutional and legal framework for the Ministry of Sanitation and Water Resources, the Ministry of Local Government and all its partner MMDAs. The essence of the framework is to have a clear definition of roles and responsibilities of the all the various stakeholders, a clear separation and harmonization

of authority and responsibilities with regards to who is in charge of regulatory and policy making functions and who is in charge of operational and implementation functions. The framework will also clearly define the role of the private sectors, the donor community and partner NGOs and CSOs and how they feed into the scheme of implementation activities. All these arrangements must be backed by law.

- ii) Alignment of the work processes and arrangements between the Ministry of Sanitation and Water Resources and the Ministry of Local Government and the District Assemblies. This is because the Ministry is hamstrung on policy formulation with very little control over implementation at the local level. The Local Government also owns the district assemblies but have very little connection in terms of supervision with the MSW. A realignment of the work processes will allow better coordination in implementation.
- iii) Creating of implementing agencies for the sanitation sector. The water subsector has strong institutions such as the Ghana Water Company Limited and the Community Water and Sanitation Agency supporting the Water Directorate in its work. The Sanitation Directorate has no such agencies except the Schools of Hygiene. This clearly is a huge gap that will impact on the effectiveness of the sanitation sub-sector.
- iv) Review of the resource allocation between the Ministry of Sanitation and Water Resources and The Ministry of Local Government. If the aim of

the government is to maintain the policy making at the level of the MSWR and the implementation at the level of the Local Government, then funding should be appropriately so. The current arrangement where the MSW receives funding but has no direct implementing agencies is an institutional gap that must be addressed.

In conclusion, it was a great initiative to set up a designated ministry for the water and sanitation sector. However, there is more to cover to ensure the ministry optimally performs. A four-pronged approach of implementing the four levers will give the new Ministry a greater potential of improved performance and better outcomes.

5.3 Limitations of the Study

This study is limited by its choice of one ministry for the study. This is because of the time required for presenting the conclusive results of this work and the required level of rigour for analysis. The Ministry of Water and Sanitation like many other ministries is a large one and constrained in many ways in relation to data storage, analysis and availability. Secondly it is common feature to find public servants declining to give full disclosure on impact of reforms for fear of political persecution. The reorganisation of institutions also means reposting of personnel and key decision makers. All these factors can possibly affect the quality of a purely quantitative and cross-ministry study. The last limitation is the decision to evaluate the ministry two years into its inception. Two years is not very sufficient to allow for evaluation as reorganisation processes have a longer learning curve and require time to achieve tangible results.

5.4 Policy Implications

The practice of reorganizing public institutions can have implications for the way public servants receive such initiatives and also the commitment to make changes that will ensure that intended outcomes are achieved. These implications become apparent depending on the peculiar conditions accompanying the reorganization process. They are enumerated below:

- **Reorganization Lassitude:** Frequent reorganization of a particular institution or different institutions within the public sector, particularly when they occur along with the cycle of change of governments risks creating a laid-back response from stakeholders and consequently yield very little improvements in outcomes and performance. This problem becomes prevalent when the previous reorganization efforts were not properly implemented or were not given the necessary resources to support its implementation or got truncated because of a change of government. Stakeholders grow weary and tired and tend to see any new effort as one of those political fads by the government of the day. It is there important for policy makers and governments to take cues and lessons from this and be smart and results oriented with reorganization initiatives. To be smart about reorganization is to be specific with the goals and objectives, have clear measurable performance indicators, attainable and realistic goals which are time bound. To be results oriented is to be dedicated to a relentless pursuit of the results and

outcomes through a combination of the four levers of reorganization identified in the study.

- **Power Play:** Institutional Reorganizations can lead to shifts in power and authority. This is because in the process, organograms and hierarchies change, there are splits and consolidation of roles, transfer of responsibilities, and rearrangement of the workplace environment which have impact on the culture, office politics, attitudes and custodial ownership of resources and mandates. These are the soft fodder that enable or constrain a reorganized institution and eventually adversely affect its performance. Policy makers must be aware of this can mitigate this through effective stakeholder engagement and appropriate manpower appointment and training. The right personnel should be appointed to critical key positions. Staff transfers must be mindful of the roles and the skills required and not merely to satisfy political whims and caprices.
- **Decentralization to the rescue:** It is apparent that the central government for all intents and purposes cannot effectively make policy and also implement efficiently at the district and local levels. Sanitation and Water issues are wicked problems, evolving with the dynamics of population growth, urbanization and rural development and thus they require a hands-on approach to deal with. The central government through its ministry is not well equipped to deal with the myriad of challenges in all the districts in the country. The implication of this for

policy makers is to push more towards decentralizing the allocation of resources – human, finance and logistics, the supervision of projects, the application and enforcement of the law and most importantly the communication of policies, progress and achievements to the populace to generate a critical mass of positive public empathy and support. Decentralization is simply the transfer of authority from central to local government. The World Bank advocate for three major forms of decentralization – Deconcentration, Delegation, and Devolution (World Bank, n.d.). The study showed a big gap in policy making and implementation due to the detachment of the Central Authority from the Local Authority. The challenge is up to Policy Makers to decide on a form of decentralization that will allow an intimate collaboration between partner ministries to solve the challenges confronting the sector.

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APPENDIX II: RESEARCH QUESTIONNAIRE

Dear Respondent,

As part of an on-going research on the topic "The Impact of Institutional Reorganization on Institutional Performance: A study of the Ministry of Sanitation and Water Resources - Ghana", this questionnaire seeks to assess the perceived impact of Institutional Reorganization on organizational performance. Institutional Reorganization is a combination of two or more restructured units resulting in a new entity in which the combined units remain essentially intact. Accordingly, this research seeks to analyse the Impact of Institutional Reorganization on the Institutional performance. Your support by way of honest responses is anticipated with the assurance that data collected will be strictly treated as confidential.

Section A: Background of Respondents-Staff and Management

Instruction: {Please tick (✓) where appropriate}

1. What is your Gender	Tick
Male	
Female	
2. What is your Age	Tick
Less than 30 years	
31-40 years	

41-50 years	
51- 60 years	
3. What is your Level of Education	Tick
Diploma	
Bachelor's Degree	
Post Graduate Diploma	
Master's degree	
PHD	
Number of years spent with the Water and Sanitation Sector	Tick
Less than 5 years	
6 -10 years	
11- 15 years	
16-20 years	
More than 20 years	
4. Please specify which of the Public Services or Institution you belong to	Tick
Civil Service	
Public Service	
Local Government Service	

Development Partner	
Consultant	
CSO/NGO	
4(i) Please write your position below	
Executive Secretary	

Section B: Levers of Reorganization

Chandarasorn (1997) identifies independent variables that influence the success or otherwise of a reform or reorganization. Some of these variables are described as the levers of reorganization and they include policy initiatives, resource allocation, work processes and the legal framework that are used for reforming public institutions for expected better outcomes. The questions below seeks your view and level of agreement on these levers.

In 2017, the Government of Ghana, through an Executive Instrument (E.I 28 H) hived off Public Sector Water and Sanitation Management from the Ministry of Works and Housing and Ministry Local Government and Rural Development respectively to create the Ministry of Sanitation and Water Resources.

Please indicate with a tick (✓) the extent to which you agree with the statements below. The ratings for your responses should be as follows:

5 = Strongly Agree, 4 = Agree, 3 = Neutral, 2 = Disagree 1=Strongly

Disagree

Q1	Clear Policy Initiatives	5	4	3	2	1
In your view, what was the rationale for the creation of this Ministry?						
1	To Reduce Organizational Complexity					
2	A Political Decision to meet Campaign Promise					
3	To Respond to regulatory requirements					
4	To Respond to emerging challenges and needs of the Water and Sanitation sector					
5	To respond to external Stakeholders demand (Including DP, CSO, NGOs)					
In your view, has Government allocated adequate resources to the Ministry to carry out its mandate and implement programs, project and activities?						
6	Adequate Annual Budget Allocation					
7	Adequate and requisite personnel					
8	Training and Capacity Building for personnel					
9	Sufficient logistics made available for the new Ministry					
Q3	Institutional and Legal Framework	5	4	3	2	1

In your view, does the Ministry have the required Legal and regulatory Framework to effectively carry out its mandate					
10	Has the Government prorogated the laws to establish the Ministry				
11	Has the Law defining the mandate of the new Ministry (Ministry of Sanitation and Water Resources) been clearly defined?				
12	Has the new mandate been aligned with partner MMDAs?				
Q4	Improved Work Processes	5	4	3	2
In your opinion, will the administrative and organizational structure, work processes and systems established for the Ministry enable the staff achieve successful outcomes?					
13	Reporting Lines, Supervision and Accountability				
14	Supervision of projects, initiatives and policy have improved				
15	The Ministry has greater power now to deal with water sector challenges				

Governments all over the world have undertaken restructuring and or realignment of public institutions mainly in the bid to reposition these organizations to be efficient, effective, productive and above all deliver the government's programs and agenda successfully. What is your view in the light of the reorganization of the Ministry of Work and Housing and

Water Resources and the Ministry of Local Government to create the Ministry Water Resources?

Please indicate with a tick (✓) the extent to which you agree with the statements below. The ratings for your responses should be as follows:

5 = Strongly Agree, 4 = Agree, 3 = Neutral, 2 = Disagree

1=Strongly Disagree

		5	4	3	2	1
17	Having a designated ministry does not guarantee an improvement in the water and sanitation sector.					
18	Development Partners do not fully embrace due to lack of involvement.					
19	Ministry's bureaucracy considers reorganisations as a cyclical activity with no real impact.					
20	Reorganisation is a political rearrangement to achieve manifesto objectives.					

It has been more than a year since the creation of the Ministry of Water Resources and Sanitation. What is your assessment of the outcomes or impact so far in terms of service general administration, policy effectiveness and service delivery? Please indicate your responses based on below questions.

Please indicate with a tick (✓) the extent to which you agree with the statements below. The ratings for your responses should be as follows:

5 = Strongly Agree, 4 = Agree, 3 = Neutral, 2 = Disagree

1=Strongly Disagree

Perceived Outcomes		5	4	3	2	1
General Administration						
21	Public Servants in the ministry are now more professional.					
22	Work processes have greatly improved costs efficiency .					
23	Public Servants show increased motivation and attitude towards work.					
24	Public Servants show better ethical behavior in their dealings.					
Policy Effectiveness						
25	Policy coordination between MMDAs, Partner Agencies and related Ministries have improved.					
26	Public Awareness of new policy direction has improved.					
27	The new policies are more effective with the new Ministry's direction.					
Public Service Delivery						
28	Quality of service delivered to the public at the ministry has improved.					

29	New innovations have been rolled out by the Ministry.					
30	Access to service to the public has improved.					

SEMI-STRUCTURED INTERVIEW-QUESTIONNAIRE

Please provide succinct reasons to support whether Yes or No.
(Your responses may be from your Experiences or Involvement or cases you are familiar with from Ghana or other jurisdictions.)

1. Is it necessary to have a designated Ministry for Water and Sanitation?

Yes () Please provide your Reason No () Please provide your Reason

.....
.....
.....

2. Do you believe there has been an improvement in the following areas since its inception?

Yes () Please provide your Reason No () Please provide your Reason

(i) Clear Policy Initiative

(“Guiding principle used to set direction in an organization”)

.....
.....
.....

(ii) Resources Allocation

(Resource allocation is basically about how human, financial, equipment and even time is distributed to units to help them achieve their goals.)

.....
.....
.....

(iii) Institutional and Legal Framework

(A review of existing sector implementation instruments such as policies and statutes to determine requirements for review and harmonization.)

.....
.....
.....

Work process and service arrangements versus Reorganisation Goals

(A work process simply means a documented procedure of how to handle a task or perform a job to achieve the expected outcomes. Such a document will usually

specify the required tools as well as organizational roles and responsibilities of actors in the work to be done)

.....
.....
.....
.....

3. Is the New Ministry well positioned to deliver results and ensure sustainability?

Yes () Please provide your Reason No () Please provide your Reason

.....
.....
.....
.....

3 (i) From your experience, what are the key challenges that can hinder the newly created Ministry of Sanitation and Water from achieving its Mandate?

.....
.....
.....
.....

3(ii) From your experience, what are the key recommendations that can support the newly created Ministry of Sanitation and Water from achieving its Mandate?

.....
.....
.....

Thank you very much for your attention and contributions.

Abstract in Korean

조직개편이 조직성과에 미치는 영향에 관한 연구: 가나 위생 및 수자원부 사례를 중심으로

Sethina Ayongo Okornoe

서울대학교 행정대학원

글로벌행정전공

가나의 공공 기관에 있어 개혁과 조직개편은 새로운 것이 아니다. 여러가지 이유로 동기부여를 받은 계승된 정부는 다양한 공공 기관에서 조직개편을 시작하지만 궁극적으로는 공공 복지를 더 나은 결과를 얻기 위한 목적으로 한다.

본 연구는 조직개편이 조직성과에 미치는 영향에 초점을 맞췄다. 문헌조사를 통해, 조직개편을 실시하는데 있어 어떠한 이유가 있는 것 같아 보이나, 주요 이론가들 사이에 조직개편의 효과에 대한 회의론도 만연해 있음을 확립했다. 회의론의 가장 큰 이유는 단지 정부의 정치적 이득을 얻으려는 욕구일 뿐이기 때문이다.

이에 본 논문의 저자는 조직개편의 네 가지 방법을 확인하였다. 즉:

(1)명확한 정책구상: 조직의 방향 설정에 이용되는 원칙”(Sarna, 2014). 이것은 “무엇”과 “왜”이며 기관의 법적 프레임워크와 조직적 임무 내에서 개발된다. (2) 자원 배분: 가용 자원 – 인적, 재정적, 그리고 물적 자원은 조직이 목표를 달성할 수 있도록 돕기 위해 분배 된다. (3) 작업 프로세스: 기대되는 결과를 달성하기 위해 작업을 처리하거나 수행하는 방법에 대한 문서화된 절차이다. (4) 제도적과 법적 프레임워크: 의사결정을 통제하고 규제하는 광범위한 규칙체계이다.

문헌 조사와 설문문을 통해, 본 연구는 이러한 레버들이 조직 개편된 기관에서 성과 개선을 달성하는 데 있어 중추적인 역할을 확립하였다. 본 연구의 핵심 교훈은 이러한 4 가지 레버의 총체적이고 상세한 구현이 조직 개편에서 원하는 성과 개선을 달성하는 데 필요하다는 것이다. 세부적인 구현을 위해서는 정책 입안, 운영 활동 및 기능에 대한 다양한 이해당사자의 조정이 있어야 하며 프로젝트와 프로그램을 추진하는데 필요한 물적 및 인적 자본에 대한 자금을 적시에 공개해야 한다.

주제어: 조직개편, 조직개편의 레버, 정책 구상, 자원 분배, 제도 및 법적 프레임워크.

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**A Study on the Impact of Institutional
Reorganization on Institutional Performance:
A Case of the Ministry of Sanitation and Water Resources-Ghana**

Academic Advisor Hong, Joon-Hyung

Submitting a master's thesis of Public Administration

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Master's Thesis of Public Administration

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**조직개편이 조직성과에
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Abstract

A Study on the Impact of Institutional Reorganization on Institutional Performance: A Case of the Ministry of Sanitation and Water Resources-Ghana

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Reforms and reorganisations are not new to Ghana's public institutions. Successive governments, motivated by various reasons, initiate reorganisations in various public institutions but ultimately with the aim of achieving better outcomes for the public wellbeing.

This study focused on the impact of institutional reorganisation on institutional performance. Through its literature review, it established that as much as there may be sound reasons for initiating a reorganisation process, there is also widespread scepticism among leading theorists about the effectiveness of reorganising institutions. The most cited reason for this scepticism is the mere desire to achieve political gains by governments.

The researcher identified four levers of reorganisation, namely:

1) clear policy initiative: "guiding principle used to set direction in an organization" (Sarna, 2014). It is the "what" and "why" and it is developed within the legal framework and organizational mission of an institution.

(2) resource allocation: available resources – human, financial and logistics is distributed to help an organization achieve the goals. (3) work processes: a documented procedure of how to handle a task or perform a job to achieve the expected outcome (4) institutional and legal framework: a broad system of rules that governs and regulates decision making.

Through its literature review and survey, the study established the pivotal role these levers play in achieving improvements in performance in a reorganised institution. The key lesson learnt is that a holistic and detailed implementation of these four levers is necessary to achieve the desired performance improvements in a reorganised institution. A detailed implementation requires that there is multi-stakeholder coordination in policy making and operational activities and functions and a timely release of funding for logistics and human capital required to drive projects and programmes.

Key Words: Reorganisation, Levers of Reorganisation, Policy Initiative, Resource Allocation, Institutional and Legal Framework.

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Abbreviations

CBs	Community Based Organizations
CONIWAS	Coalition of NGOs in the Water and Sanitation Sector
CSOs	Civil Society Organizations
CWSA	Community Water and Sanitation Agency
DPs	Development Partners
GAMA	Greater Accra Metropolitan Area
GWCL	Ghana Water Company Limited
MDG	Millennium Development Plan
MSWR	Ministry of Sanitation and Water Resources
MLGRD	Ministry of Local Government and Rural Development
MMDAs	Metropolitan, Municipal, District Assemblies
MTDP	Medium Term Development Plan
NESSAP	National Environmental Sanitation Strategy and Action Plan
NGOs	Non- Governmental Organizations
OHCS	Office of the Head of the Civil Service
OHLGS	Office of the Head of Local Government Service
SDG	Sustainable Development Plan
WASH	Water, Sanitation and Hygiene

CHAPTER I: INTRODUCTION

1.0 Introduction and Background

Change in the form of reforms and reorganisations in the public sector is almost inevitable in the life experience of every public institution. The United Nations book of Public Administration emphasises that “administrative improvement is the sine qua non in the implementation of programmes of national development” cited in (Quah, 1976). Therefore, it is not surprising that even in the United States and the United Kingdom, which are known to have very established democracies, reforms have been a constant expectation with every new government taking charge (Corby and Simon, 2011). Other authors such as (Nolan, 2001) have also documented that public sector reforms are constant variables in both developing and developed countries. (Emmerich, 1971) describes public institutional reorganisation as a basic fact of public organisational life. This impliedly means reform and reorganization of administrative structures is one of the most common activities of contemporary governments (Peters B. G., 1992). Governments all over the world have undertaken restructuring and or realignment of public institutions mainly in the bid to reposition these organizations to be efficient, effective, productive and above all deliver the government’s programs and agenda successfully.

For all the reasons that are given to justify these reorganisations, the major excuse given is the desire to achieve quick and significant changes or significant improvement in outcomes through changes in the way an institution discharges its assigned mandate. (March & Olson, 1983) posit that such changes are seen as

a response to both perceived weaknesses in service provision and a desire to reap gains in efficiency. This desire may be initiated by the stakeholders as a necessity to meet new priorities or as a natural response to emerging economic, political or environmental developments.

Ghana as a developing country is not exempt from these frequent reforms and reorganisations. With almost every change of government, public servants have a reasonable expectation of a merge, split, slash or change of at least one public institution or even the creation of a new one. Successive governments have undertaken organizational restructuring and alignment mostly in main line ministries. Some ministries have been renamed, others have had portfolios separated to create new ministries and some have had their mandates and functions reorganized. For instance, after the 2016 general elections, a new government administration was sworn into office and as expected created new ministries and also separated existing ones. A case in point is the separation of portfolios of two ministries namely, the Ministry of Water Resources, Works and Housing and Ministry of Local Government and Rural Development which had the Water and Sanitation respectively separated to create the new Ministry of Sanitation and Water Resources.

The creation of this new ministry was informed by the new administration's determination

to transform the sanitation conditions in the country's and to highlight the importance of water, sanitation and hygiene to the economic development of Ghana. Announcing the new ministries, the President of the Republic of Ghana,

declared that: “the decision to split the water and sanitation from the Ministry of Water Resources, Works and Housing stemmed from the neglect of the water zone”. He cited access to water as a major challenge facing the country, and hence the slogans of “water for all” and “toilets for all” as key slogans of the ruling party’s 2016 manifesto. To achieve this, the new government believed in providing a significant enhancement to the structures for sanitation and water (Ghanaweb, 2017). The new Ministry came along with a nominated a sector minister and his deputies to head the Ministry vis-à-vis an Executive Instrument as required by the Constitution of Ghana.

The immediate priorities of the ministry were to:

- i. set up a strong institution that is proactive, professional and accountable to the citizens of Ghana;
- ii. turn the sanitation crisis around and build a solid foundation for incremental leaps in coverage towards national targets and global commitments; and
- iii. Strengthen Water Resources Development and management.

To achieve these outlined goals, the ministry had to be setup with the requisite and competent human capital, institutional arrangements and logistics, among other things. These procedures and processes require a lot of time and efforts to setup the institution to perform its mandate. Notwithstanding the determination and commitment of government coupled with the overwhelming endorsement by the citizenry and Development Partners of the rationale and need for the creation of this ministry, the current situation and strides made by the ministry has been

moderately satisfactory. One of the fundamental institutional challenges are that, there is a major disparity and conflict in the mandate of the newly created Ministry of Sanitation and Water Resources and the Ministry of Local Government and Rural Development. With less than 1 year to the end of the mandate of the ruling government, the government has conceded a painful but glaring defeat of one its most important task assigned to the new ministry – the task of making Accra the neatest city in Africa 2020. From this arises the biggest question – what is the impact of institutional reorganisation on institutional performance?

1.1 Research Problem

The challenges of achieving the desired outcomes because of reforms or reorganisations of public institutions is very well documented by authors such (Peters, 1992) and (March and Olson, 1983). (Pollitt 2009) asserts that there is very little known or to show about the resulting benefits of some of these large structural changes and whether these benefits outweigh the costs incurred. (Heidari-Robinson, 2016) supports this view that government reorganisation attempts often have a huge bearing on the effectiveness of the public sector but have a poor record of success. His assertion was based on the results from a survey conducted by the Harvard Business Review covering over 1000 reorganisations across all sectors and geographies of which 87 were government institutions. The survey also pointed out that leaders resisting changes, employees resisting changes and unforeseen issues slowing the down the process were the three leading causes of failures during reorganisation.

In Ghana, the public sector reform and reorganisation experience has been chequered, with a high point of once having a Ministry of Public Sector Reform in 2005 and since then several ministries have been reorganised. Despite the prominence attached to many of these public sector reorganisation and reforms, the scepticism that confronts the discussion of its impact points that there is very little understood or documented to account for the outcomes. Ghana is no exception and therefore this study seeks to assess the perceived impact of institutional reorganisation on organisational performance using the Ministry of Water and Sanitation as a case study.

1.2 Research Objectives

The principal objective of this study is to assess the perceived impact of institutional reorganisation on organisational performance in the Ministry of Sanitation and Water Resources. It also seeks to examine how the elements of policy initiatives, resource allocation, work processes and institutional and legal framework affect the performance of the reorganised institution. Lastly this study seeks to identify some of the challenges encountered in the reorganisation process and also make recommendations on how these challenges can be overcome to positively impact on performance.

1.3 Importance of Study

There is quite a lot of literature on institutional reorganisation in the public sector. Very different approaches are used in assessing whether the reorganisation process has been a success or has had any significant impact on the organisation's

performance. This study adopts a different approach by identifying factors, which it calls the levers of institutional reorganisation and examining how these levers affect the success of the reorganisation process and the impact the reorganisation has on the institutions' performance. Specifically, it will offer a fresh insight to the leadership of the Ministry of Sanitation and Water Resources on how their internal and external stakeholders perceive the performance so far. This justifies the undertaking of this study as both an academic enterprise and a practical assessment by a practitioner working in the ministry. It will also offer a significant contribution to the body of knowledge already available, and finally offers suggestions on how such reorganisations can be improved if any for better success in the future.

1.4 Scope of Study

This study is focused on assessing the perceived impact of institutional reorganisation on institutional performance in Ghana using the Ministry of Sanitation and Water Resources as a case study. It conducts this assessment from the point of view of both its external and internal stakeholders. This approach is an important way to elicit insights beyond the published reports of the ministry. The government still has about a year to go and therefore obtaining a complete verified report of the performance of the ministry may stretch the length of time required to complete. This study develops an analytical framework to form the basis of analysis. This framework further elaborated in Chapter 3, maps out the reorganisation process and the levers of reorganisation for analysis using the qualitative approach. The levers form the constructs of the study and they are

explained in detail in Chapter 3. This study also adopts a lean approach with emphasis on high level of rigor in the research methodology best suited for a study of this nature, relevance of information which will provide clear value to the stakeholders while addressing the priority issues and questions and a right size approach with regards to the scope of one selected ministry.

1.5 Outline of Study

This study is divided into four chapters. Chapter One, presents a background and overview of the study. It also presents the identification of the research problems, research objectives, research questions, the scope and the limitations of the study. Chapter Two reviews the existing literature related to the subject matter of the study. This chapter highlights the approaches to reorganization, factors precipitating reorganization, and the levers to effecting reorganizations. Chapter Three presents the research methodology used for this study. It covers the research design, approach, sources of data and the more technical component of sampling procedure and data collection instruments. The chapter also gives an overview of the ministry to be studied. Chapter Four presents the data analysis and the findings made in the study. This is followed by a detailed discussion of the findings. Chapter 5 finally summarizes the findings with recommendations and conclusions that can be implemented by policy makers.

CHAPTER II LITERATURE REVIEW

2.0 Introduction

This chapter provides a review of existing literature applicable to the subject matter of institutional reorganization and its impact on performance. Drawing on these literature, the review will examine the definitions and often misconceptions of reorganization, the various factors that provide a motivation for reorganizations, the various discussed approaches, identified levers of reorganization such as policy initiatives, resource allocation, work processes and the legal and institutional framework that can have an impact or either wise on the performance of public institutions. It will also provide an overview of the concept of performance in the public sector.

2.1 Definition of Concepts – Reform and Reorganization

A good number of published literature on public administration bring up words such as reform, reorganization, restructure and realignment in their research on what governments do to achieve better results in the public sector. It is commonplace to find these words being used interchangeably because ordinarily they mean a similar concept. A quick check on www.thesaurus.com confirms this innocent confusion, as reform is cited as a synonym for reorganization, remake, restructure, reorient etc. However, in the academic circles of public administration, they are interlinked yet have different meanings in different contexts. This situation arises because there is generally very little consensus on

what is a universal definition of these terms and how they should be used in relation to public administration. (Mosher, 1965) refers to these interlinkages or associations in the everyday use and connotation as an ‘etymological justification’.

Consider for example the concepts of reorganization and realignment. The Government of the District of Columbia provides a definition of these two concepts in their General Information Guide (DC Department of Human Resources, 2007). Institutional Reorganization involves the “transfer, consolidation, abolition or authorization of function or hierarchy of an agency between or among a District government agency or agencies, that affects the structure or structures of an agency or agencies” whilst institutional re-alignment on the other hand is “an action that affects the internal structure or functions of an agency but does not constitute reorganization”. Even though the two contrasts each other, institutional reorganization will inevitably result in institutional realignment. In other words, realignment occurs when there is reorganization because with the merger or re-clustering of institutions, roles, hierarchy, and job description to an extent may change with new officers being reposted to new offices and schedules to ensure the success of the new workflow and strategy.

(Caiden, 1969) illustrates the lack of consensus on a word like ‘reform’ in his argument as follows: “the study of administrative reform is handicapped by the absence of a universally accepted definition. The indiscriminate use of the term has led to confusion and to difficulties in setting parameters for research and theorizing. The term has been applied to all improvements in administration, to

general administrative overhauls in difficult circumstances and to specific remedies for maladministration.” (Mosher, 1965) gives an even more eloquent argument of the misuse of these important words: “students of public administration as well as the majority of our educated citizenry have long associated and even identified the word reform in the administrative realm with reorganization. Reform has literal origins in the giving of new or different form to something, and in treating organizational matters, a new form signifies new organizational structure”. He makes an important assertion that whilst reform encompasses the institutional and attitudinal aspect of the change, reorganization refers to only the institutional aspect of the change. This differentiation exposes an important weakness in reorganization processes, and this is clearly argued by J.N. Khosla as follows - “structural changes in organization will not be of much help unless the human factor in administration is suitably tackled” cited in (Quah, 1976). This in effect places the reorganization process as a subset of the reform process. (Caiden, 1969) definition of administration reform as “the artificial inducement of administrative transformation against resistance” was heavily criticized by Quah as being one sided and too narrowly defined as it focuses only on the institutional or organizational changes accompanying the reform. Quah draws out three implications of Caiden’s definition to point out the inherent weakness of his definition of administrative reform:

- i) Reforms are artificially stimulated by and not automatic
- ii) Reforms are transformatory and finally
- iii) Resistance is concomitant of the reform process.

(Montgomery, 1967) takes a less forceful view, defining administrative reform as a political process designed to adjust the relationships between the bureaucracy and the other elements in society, or within the society itself. The weakness in this definition is that it fails to capture the importance of specific intended goals for which the changes are initiated and sees the changes as mainly relational between government and the public. This weakness is highlighted by (Yehezkel, 1971) argument that a “clarification of the overall goals of an administrative reform is a fundamental requisite for success.

(Abueva, 1970) cited in (Quah, 1976) has also defined administrative reform as “essentially a deliberate attempt to use power, authority and influence to change the goals, structure or procedures of the bureaucracy, and therefore to alter the behavior of its personnel”. (Pollitt & Bouckaert 2011) definition of public sector reforms as “deliberate changes to the structure and processes of public sector organizations with the objective of getting them run better” further supports Abueva even though it fails to capture the attitudinal part of the reform process. (Gow, 2012) perhaps gives a more modern definition of administrative reform as a “conscious, well considered change that is carried out in a public sector organization or system for the purpose of improving its structure, operation or the quality of its workforce. His definition tends to support Abueva’s definition and implicitly places reorganization as a subset of administrative reform. He provides an important elucidation that while “all organizations seek to do better at achieving their objectives (effectiveness), and boosting their productivity (efficiency), public sector organizations must also concern themselves with the

political dimensions of administrative life” because every administrative reform has a political dimension. From the perspective of the United Nations Development Programme, public sector reforms can be “very comprehensive and include process changes in areas such as organizational structures, decentralization, personnel management, public finance, results-based management, regulatory reforms etc. It can also refer to targeted reforms such as the revision of the civil service statute” (UNDP, n.d.).” These definitions in the public administration domain clearly sets apart from the everyday interchange use a more theoretical and informed use of the words reform and reorganization. For the purpose of this study, administrative or institutional reorganization is considered as a subset and part of the administration reform process. When they are used interchangeably, they are to be understood as the same process. Consequently, Abueva’s definition as cited in (Quah, 1976) as “essentially a deliberate attempt to use power, authority and influence to change the goals, structure or procedures of the bureaucracy, and therefore to alter the behavior of its personnel is adopted as the working definition. In spite of the critique from other contemporary authors, the definition highlights four important elements worth considering. They are:

- **Intent to Reform:** *A deliberate decision to seek better outcomes*
- **Locus for Reform:** *Possessing Executive power, authority and influence to actually sanction the changes*
- **Reform Levers:** *Institutional and Attitudinal facets that can be changed to effect better outcomes*

- Performance and Evaluation: *Set Goals and outcomes that can be evaluated at the end of a period.*

Even though the element of attitude forms part of the adopted definition, this study will confine itself to the institutional elements of the reorganization process. Consequently, this study proposes a definition of institutional reorganization as a ***“deliberate decision by the executive, relying on its administrative and political power and authority to implement changes in the policy direction, structure and work processes within an appropriate institutional and legal framework for the attainment of improved outcomes”.***

This definition gives clarity to the scope and focus of this study and allows for a theoretical discussion and enable research to be conducted on the perceived performance of the Ministry of Sanitation and Water Resources.

In choosing to focus on the institutional elements of the reform levers, this study also identifies four levers as the most essential tools governments can use in the reorganization process. These are:

- i) Clear Policy Initiatives
- ii) Resource Allocation in terms of Finances, Human Resources and Logistics
- iii) Work process
- iv) Institutional and Legal Framework

The identification and choice of these factors which the study describes as reform levers is inspired by the work of authors such as (Chandarasorn, 1997). In his

work, he sets out a detailed list of independent variables that may improve the chances of a successful implementation of a reform plan. These factors are:

- i) Scope of the Reform Plan
- ii) Expected time needed for change accomplishment
- iii) Leader's Intention and Support
- iv) Government Stability and continuation
- v) The clarity of the reform's objectives and goals
- vi) The inter-goal consistency of the reform plan
- vii) Tools and methods for performance improvement
- viii) Resources need for the reform
- ix) The use of input-activity criteria for monitoring and evaluating the reform
- x) Activity's outputs used as the tools for the reform monitoring and evaluation
- xi) The creation of participatory mechanisms
- xii) The number of proposed reforms being demonstrated or experimented
- xiii) The existence of a public sector reform law and the permanent responsible organization to push and pull various interest groups to support the public sector reform.

In practice, the choice of these four levers is not very different from the report of (Schwemle & Hogue, 2018). They report that the US Federal Government in its 2019 Government Reorganization and Federal Workforce Reform, focused on

re-aligning statutory authority, reallocation of resources, restructuring of functions across agencies, realigning the workforce to mission, aligning total compensation with the private sector and human capital management reforms as key levers to bring about the reform the government of the day was seeking.

The next section provides an overview of how these levers are used in the reorganization process.

2.2 The Levers of Institutional Reorganization

2.2.1 Clear Government Policy Initiatives

The simplest definition of public or government policy has been given by (Dye, 1972) as “anything a government chooses to do or not to do”. Though the definition is simplistic and does not do justice to the extensive bureaucratic process of policy making, it speaks to the heart of the whole issue of how government utilizes its mandate to achieve outcomes for their people. So for the ordinary fellow on the street, he could easily say it is government’s policy to improve our urban sanitation or provide housing, simply because that is what he has seen government do and what he has heard government say will do. The failure of a government to bring clarity to what it is doing or not doing therefore implies a possibility of the ordinary fellow saying government is doing nothing. Although (Kilpatrick, n.d.) elaborates further by defining public policy as “a system of laws, regulatory measures, courses of action and funding priorities concerning a given topic promulgated by a governmental entity or its representatives”, he also fails to highlight the clarity and communication part of what a government policy should do. (Sarna, 2014) however, fills the gap with

his definition of policy as the “guiding principle used to set direction in an organization. He further elaborates that a policy provides the ‘what’ and the ‘why’ and it is developed within the legal framework and organizational mission and ideological framework. He further intimates that a good policy is intentional and derives its strength from the following:

- The source of its mandate and authority
- The aims and objectives of the policy
- A Clear definition of who is responsible for what and how the policy will be implemented
- How the policy will be communicated
- The performance standards and benchmarks by which it will be evaluated
- When the policy will be reviewed.

There is therefore a basis for selecting government policy as a lever of institutional reorganization since from the above authors’ views, the policies show the intent of what they want to do, based on the locus of power they have and the outcomes they intend to achieve. The success of effectiveness, responsiveness and accountability (WorldBank, n.d.) of an institutional reorganization all boils down to the clarity and proper communication of the government policy of the day.

2.2.2 Resource Allocation – Financial, Logistics and Human Resources

Resource allocation is basically about how available resources – human, financial, equipment and even time is distributed to units to help them achieve their goals. (Trotman-Dickenson, 1996) defines resources as the available factors of production – labor, land, mineral wealth, capital and enterprise. He explains that a government's decision on the allocation of resources between the private and public sectors will be influenced by political, social and economic considerations. In the public sector, resource dependency and availability have a profound effect on the outcome of a new policy or reform or organization. Chandarasorn (1997) is of the view that the more the public sector organization possesses affluent resources, the higher the chance of successful implementation'. He supports his view with studies and experiences from the Thailand public sector. Consequently, the chances of any reorganized institution to achieve its intended outcomes is dependent on the sufficiency of allocated resources of finance, personnel, tools and equipment, knowledge, time and power. Fozzard (2001) asserts that resource allocation decisions in the public sector may be guided by economic analysis and technical theory, but ultimately have to rely on political processes. Obviously the political process will be governed by the government policy of the day. An example of this is seen when the US Federal Government proposed reallocating Department of Defense budget to the building of a border wall in support of its anti-immigration policy (vox.com, 2018).

Resource allocation must be efficient and effective to ensure a sustainable reorganization process and sustained outcomes. The (OECD, 2011) makes an important assertion that efficiency and effectiveness in administrative reforms depend heavily on the quality of the human resources, the talent of public employees and the quality of their knowledge and skills. The efficiency and effectiveness challenge is due to the fundamental problem of resource scarcity and infinite demands on the public purse. The problem of scarcity, limited resources and infinite demands on the public purse in turn imply that the ability to allocate these resources must be backed by power and authority. Sisaye (1992) using an experimental cases approach proved that the degree of control exercised in resource allocation is affected by the basis of power and perceived ability of resources. The challenge of scarcity of resources faces both the private enterprise and the public manager, and therefore how they are allocated is of extreme importance. Fozzard (2001) highlights three approaches to allocating resources in the public sector namely – the comparative advantage approach, the marginal utility and cost effectiveness approach and finally the allocative efficiency and cost benefit approach. Whilst all these approaches emphasize efficiency on the part of the government in allocating resources, they contrast with the private sector in its approach to resource allocation. So while the price mechanism orchestrated by demand and supply forces determine who gets what in the private sector, authors like (Pradhan, 1996) advocate that resource allocation in the public sector should concentrate primarily on goods and services the private

market will not provide or will provide too little, instead of merely or marginally improving on the private outcomes.

Consistent with the working definition adopted for this study, the choice of resource allocation as a lever of institutional reorganization is justified.

2.2.3 Work process

A work process simply means a documented procedure of how to handle a task or perform a job to achieve the expected outcomes. Such a document will usually specify the required tools as well as organizational roles and responsibilities of actors in the work to be done. Public institutions exist to serve the populace effectively, efficiently and responsibly. (Scheer, 1993) gives a very simple definition of process as an occurrence of some duration that is started by an event and completed by an event. The working definition adopted by this study is explicit in the government's right to deliberately use power, authority and influence to change the structure or procedures of the bureaucracy. Government, upon drawing up an objective, setting it up in a policy document, allocating resources to support the new policy, can as a matter of course initiate changes in the way work or tasks are carried out by a particular organization to ensure the expected outcomes are achieved. The changes may also mean realigning current service arrangements to new ones so that efficiency and effectiveness is enhanced in the overall work processes and service arrangements. It is common practice to find that institutions and different functions work across on particular government policies therefore a reorganization may also mean that there is an

integration or realignment of processes since the achievement of efficiency and effectiveness depend on that integration (CAF, 2013)

In the process of reorganizing the work processes and service arrangements it is incumbent on government to engage stakeholders and review the current mission and vision of the institution. This step will normally review key constituents and their needs. The government has an opportunity to communicate its desired vision for the future. This will be followed by a review of the current work processes, core functions and key processes of carrying out tasks. The next step will be a redesign or restructuring which involves merging, splitting or dissolving existing institutions with new accountabilities and authorities. The new processes should enable information flow, decision making and communication between the local and central government (berkeley.edu, n.d.).

The key benefit of restructuring an organization will be therefore to improve upon the effectiveness and efficiency along cross-functional processes (Sullivan et al., 1999). This efficiency must be improved in terms of the organization and governmental processes through the reviewing of existing procedures, introduction of more effective communication tools as well as relevant best practices that exist in governance and management. It also means identifying new functions and competencies and aligning the necessary talent pool of civil servants to achieve the goals and objectives that emerge from the reorganization process. The process of reorganization means that, the organization itself, its working environment, clients, goals and objectives will all experience some form

of change as a result of deliberate changes in the processes, structure, functions, tasks and personnel (Lukashenko et al., 2009).

The experience of Management Agencies such as Signavio support the views of Lukashenko et al. 2009 that ultimately a properly done restructuring of the work processes and service arrangements during institutional reorganization offer the benefits of:

- Aligning policy and strategy with operational execution by the institutions involved.
- Increasing transparency and oversight for accountability
- Creating opportunity for continuous improvement of services provided, increasing quality and reducing costs
- Creating quicker responses to policy changes and unplanned events

These benefits allow for better alignment between central and local government priorities and objectives and ultimately lead to improved performance and lower costs (Signavio, n.d.)

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should enable information flow, decision making and communication between the local and central government (berkeley.edu, n.d.)

There is therefore no ambiguity about the crucial role a review of the work processes and service arrangements will have on an institution being reformed or restructured.

2.2.4 Institutional and Legal Framework

The performance of a public institution is linked with and influenced not only by modern management tools (such as strategic and project management), but also by other tools and factors because public sector organizations operate in a very complex environment, characterized by permanent changes and influenced by external and internal factors (such as political, economic and social factors, the legal framework, national governmental policies and European and other international responsibilities) (Profiroi, Țapardel, & Mihaescu, 2013). (Scott & Cotton, 2003) are of the view that a sound institutional framework is the sine qua non for success in service delivery in the water and sanitation sector. They assert that failing to decide which particular institution will house policies for planning and management and serve as the hub for coordinating and managing initiatives will ultimately lead to poor cost recovery and failed investments that will neither evolving meet present or future demand.

The International Ecological Engineering Society provides a very explicit definition of institutional framework as the “set of formal organizational structures, rules and informal norms for service provision” (IEES, 2006). Legal Framework on the other hand refers to a “a broad system of rules that governs

and regulates decision making, agreements, laws etc.” (TransLegal, n.d.). The Food and Agricultural Organization in a publication, stress the importance of having both frameworks to ensure the success of a policy by declaring that “A policy needs an enabling institutional environment for its formulation and implementation. The legislation provides the regulatory and fiscal instruments needed to achieve the policy objectives” (FAO, n.d.). These two frameworks are interlinked and at the same time components of a single vehicle to drive institutional performance to achieve goals.

This study agrees and adopts some key principles outlined the by the Department of Water Affairs of South Africa, (DWAF, 2008) as the basis of an institutional framework as fundamental and consequently relies on it to also buttress what a credible institutional and legal framework should provide. These principles adapted are:

- The need for a clear definition of roles and responsibilities of the various stakeholders
- A clear separation and clarification of the regulatory and operational responsibilities
- Building on existing capacity for execution
- Defined role for the public and private sector

The multiplicity of stakeholders in the water and sanitation sector is very well documented. All these stakeholders may have wide and varying interests and approach but ultimately have a common interest in ensuring that all sections of

the populace have access to affordable quality water and sanitation. These stakeholders may include:

- Service Providers in the district and local assemblies drawn from both the private and public sector
- Regulatory and enforcement bodies who ensure that rules and regulations are formulated and enforced
- Private Sector Investors who have the technical know-how and business models to support initiatives and innovations for sustainability
- Local Authorities who supervise implementation of projects and initiatives in the sector
- NGOs, CSOs and CBOs who bring advocacy and promote good practices and support government efforts.
- Development and International Funding Partners who support country level efforts to meet international goals such as the MDG and the SDG. They also provide funding support for major initiatives.
- Government who remain the major partner, custodians and owners of the ministry and policies and national budget allocation for all activities in the sector.

All these stakeholders must find a way to work together in harmony for the attainment of the overall goals of water and toilet for all while pursuing their individual goals as they may have decided. For public sector organizations, the need for an institutional and legal framework is even more paramount because this study has established that according to (Gow, 2012) while “all organizations

seek to do better at achieving their objectives (effectiveness), and boosting their productivity (efficiency), public sector organizations must also concern themselves with the political dimensions of administrative life” because every administrative reform has a political dimension.

An appropriate institutional framework must be guided by law, promote indigenous participation and empowerment, and include sustainable goals of cost recovery and protection of the natural environment and respect the right to water and sanitation for all humans. (DWAF, 2003). Anything short of this standard risks failure.

The Sustainable Sanitation and Water Management Toolbox (<https://sswm.info>, n.d.), an online resource for practitioners, provide great insight on what is required of a good institutional framework. They advocate that all institutional and legal frameworks should at the minimum do the following:

- i) Split and Consolidate Functions and organizational restructuring such that there are clear definitions of roles, responsibilities, power, authority, processes and activities devoid of overlapping, conflicting and competing interests. As much as practicable, the roles of regulation and operations should be clearly specified, and mandates backed by law.
- ii) Strong Monitoring and Evaluation Body to support enforcement
- iii) Decentralization in favor of a more functioning local government and authority
- iv) Improving Cost delivery

- v) Appropriate human capital development
- vi) Enhanced participation of the civil society and development partners as the case may require.

The study has so far demonstrated the extreme importance of an appropriate institutional and legal framework to the success of a reorganization process and the performance of the reorganized institution.

2.3 Approaches to Institutional Reorganizations

There are a number of leading and pioneering work on the approaches to reorganization in the public sector. It is important to note that what will be called a strategy in the private sector, the public sector will call it an approach. Riggs (1970) argues two approaches to reorganizing a public institution to make it more effective in more performance. The first is to enhance its ability to improve the capabilities of the organization or by reducing the burden or tasks it has to deal with. Peters (1992), provides a much more exhaustive analysis of 3 approaches to comprehending reform and reorganization initiatives in the public sector. These approaches are Purposive action, environmental determinism and institutionalism. He however limits his analysis to reforms in industrialized economies such as the United Kingdom and the United States.

The Purposive model is explained in three approaches of 'administration as usual', 'overload and governance' and 'economic and rational factors'. The basic argument of the 'administration as usual' is that there exists a priori, a big picture

in mind of what the end should be at the time of proposing a reform or a reorganization. In other words, a government may proceed on a reorganization process because it already has in mind what it wants to achieve and what it expects the end game should be because there exist a certain political need or pressure to change an administrative structure due to perceived inadequacies in the current arrangements. This perceived need for reform is considered by Pollitt (1984) as a pragmatic approach to managing government machinery. He points out that a leader may use this approach because he sees “the existing administrative structures as impediments” to achieving his own goals and consequently will change the structure to suit his ambitions. There is general consensus that though this approach may be a selfish one, it remains practical and reflects the set of experiences the initiator of the changes may have had. ‘Overload and Governance’ also known as cutback management basically emphasizes a reduction in the load and involvement of government in programmes without causing too much disruption. Typically, privatization, deregulation and private sector participation are used as tools to reduce direct government involvement and public expenditure. The ‘Economics and Rational Actors’ approach contrasts with the political approach, in that while the motivations of the of political actors seek to improve the performance of the public organizations and consequently achieve campaign promises and political ideology, the economic models examine the driving interests of officials to maximize their own utilities and how this impacts on the structure and performance of administrative institutions. (Peters 1992), supports his argument

of this model citing the works of (Niskanen,1971; Breton and Wintrobe, 1975; and Bendor,1989).

The Environmental Dependency argues that changes that occur a function of the relationship of the administrative structures to their environment. This environment may be the political or economic environment. The environmental model approach identifies three approaches that define how the environmental situation may identify the approach it has used. These are Political Science Approach, Contingency Approach and Population Ecology Approach. The political science approach posits that a government is likely to create a new organization or reorganize an existing one if it identifies a new technological or economic opportunity. This is on the basis that the new organization can significantly bring to bear exploiting the opportunity or controlling disaster. The contingency approach posits that that the internal structuring of organizations will eventually reflect the nature and characteristics of the task environment of the organization. The population ecology approach posits that analysis of organizations should focus on the existence, performance and structure of the individual organizations.

The last model of analyzing institutional reorganization is the institutional models of organizational change which looks at what challenges we might consider when we take different perspectives from the stakeholders in the organization.

2.4 Motivating Factors for Institutional Reorganization

Some literature available tend to suggest that reorganization of public institutions is merely orchestrated by governments to achieve political results which may be symbolic of success (Olson, James G. March and Johan P., 1983). (Caiden, 1969) provides an outline of the circumstances that will motivate political leaders to initiate reforms or reorganization. These include:

- i) Failure of existing administrative structures and functions to satisfy the needs and demands of the populace
- ii) Lack of sufficient capacity to satisfy evolving needs and demands, even if sufficiently satisfying current demands.
- iii) Evolving circumstances rendering the political leadership powerless to meet future demands.
- iv) Failure of the administrative system to adopt latest procedures and not adapting to new demands and procedures.

These factors represent the need-awareness stage and will trigger initiation of reforms that can bring about the necessary improvements desired. (Larbi, 1999) however, draws inspiration from the prevalence of the New Public Management theory and enumerates some of the factors that may precipitate the implementation of such institutional reorganization or reforms, and these may include:

- i) Economic and fiscal pressures on governments: a common phenomenon among developing countries, may be caused by rising public sector deficits and growing indebtedness. Such stress became

an important argument in making a case for the restructuring of public institutions in order to inject some efficiency and effectiveness.

- ii) Pro-market and Pro-Private sector emanating from the New Public Management ideologies may also cause governments to embark on institutional reorganizations in order to enhance public sector performance.
- iii) In the case of most developing and transitional countries, external support from the Bretton Woods institutions such as the World Bank and the IMF may come with some preconditions attached which may include downsizing, privatization and restructuring a public institution in order to remodel the role and influence of the central government. These conditions are used as tools to reign in fiscal imbalances and restructure the public sector as a way of improving performance.
- iv) The growing prominence of new information technology also fuels the pressure for governments to consider reforms and reorganizations in their public sector institutions. New Public Management concepts such as performance management and management decentralization may require the deployment of new technologies to allow for quicker speed to market and a more direct monitoring and control of performance.

According to (Larbi, 1999), the growth of New Public Management theory is providing a lot of impetus for governments to adopt new ways to boost the performance of its public institutions as a result of the pressures they face from the populace and also from economic markets. Government's response to these pressures mean that they may at one point or the other consider any of these actions:

- a. Rethinking and reshaping government and its role;
- b. Restructuring and repositioning organizations;
- c. Redesigning and improving service delivery;
- d. reframing systems of performance and accountability; and
- e. Revitalizing human resource capacity and organizational performance

(Olowu, 1992) explains that breakdown of the functioning of a bureaucracy that denies political leaders the platform to make their influence felt is a key motivation for the initiation of reforms or reorganization of an institution. (Zhang, 2001) view that when governance fails to meet the social, political, economic, environmental change or citizen expectations, a government may initiate reforms lends support the motivating factors enumerated so far.

A study published by (Cornell University ILR School, 2015) cites cost reductions, efficiency drivers and ideology as the primary drivers of restructuring in the public sector. They also allude to the possibility of pressures from increasing prominence of information and communication technology. These to an extent lend supports to the factors enumerated by (Larbi, 1999). (Heidari-

Robinson, 2016) also asserts based on a study that the two most important reasons for public sector reorganizations are responding to a change in the political environment and a leader's desire to reshape the organization. While these two reasons may seem limited, they also provide an important insight into how government leadership works.

2.5 Concept of Performance in the Public Sector Institutions

This study finds it helpful to proceed with an everyday definition of performance to provide some context to the discussion of performance, institutional performance and performance management in the public sector. Performance is the “accomplishment of a given task measured against preset known standards of accuracy, completeness, cost, and speed” (businessdictionary.com, n.d.). Performance is essentially about achieving results determined at the onset of an action. In the public sector, “performance is about results and impact, delivering public sector outputs efficiently to contribute to policy objectives” (World Bank, 2014). (Pillay & Subban, 2007) defines performance as a “strategic approach to the management of public resources and involves the quest for efficiency and effectiveness in public service delivery.” Their definition finds support with (Profiroiu, 2001) as cited by (Marieta, Opreana, & Cristescu, 2010) that public sector performance is the relationship between the set objectives, means and results and consequently, attaining efficiency, effectiveness and a corresponding budget. The definitions above emphasize the importance of efficiency and effectiveness as key measures of performance. Performance, as a concept is

managed and measured whether in the private or public sector. (Mihaiu, n.d.) citing (Profiroiu et al, n.d.) provide a number of ways performance in the public sector can be measured and these are: a) measuring the economy of resources; b) measuring the costs (input); c) measuring outputs; d) measuring the effects (outcomes); e) measuring efficiency; f) measuring effectiveness; g) measuring the quality of services. Public administration theorists generally assert that abundance of literature on performance and performance management rarely agree on a universal definition of what performance is. In fact, (Bovaird, 1996) is widely quoted by other leading authors such as (Bouckaert & Halligan, 2008) to have stated that “performance is not a unitary concept, within an unambiguous meaning. Rather, it must be viewed as a set of information about achievements of varying significance to different stakeholders’. Institutional Performance on the other hand “refers to the quality of public service provision. It focuses on the performance of various types of formal organizations that formulate, implement, or regulate public-sector activities and private provision of goods for the public (Bevir, n.d.)”

An institution’s responsiveness to the evolving needs and expectations of the citizenry is a strong indicator of its performance. (Bevir, n.d.)” is of the view that the quality of an institutions performance is measured by its effectiveness in terms of responsiveness and its efficiency in terms of implementation. (Kunicova, 2018), based on a World Bank Report on improving Public Sector Performance identifies five interconnected drivers that influence institutional

performance, and these are Political Leadership, Institutional Capacity Building, Incentives and Rewards, Increased Transparency and Technology.

For the purpose of this study, **institutional performance is the delivery of planned outcomes through policies and programmes implemented by an institution in a timely and efficient manner.**

It is important to note that the criteria for measurement and approaches for managing performance actually differ between the public and private sector, even though in recent times, the public sector has borrowed from the Private sector under the New Public Management Reform.

2.6 Efficiency and Effectiveness in Public Sector Performance

Regardless of the model of measuring performance in the public sector, efficiency and effectiveness remain two critical measures to use. (Summermatter & Siegel, 2009) provide a definition of efficiency to mean the relationship between efforts to outputs, the ratio of output to input or ratio of cost per unit of output while effectiveness is how well services or programs meet their objectives, outcomes and impact. In other words, efficiency is concerned with whether we are doing things right and effectiveness is concerned with whether we are doing the right things. From an input-output perspective, clear policy initiative, resources allocation, work processes and institutional and legal framework will define the efficiency of a public institution while its effectiveness will be measured by assessment on the impact or quality of its provided services by the recipients or stakeholders or the public.

Measuring efficiency in the public sector is very difficult but not impossible. The disbursement mechanism and the challenge of evaluating social programmes and interventions in financial terms makes it challenging to correctly evaluate inputs. It is however it is possible to measure effectiveness by the quality of access to services and outcomes. Unlike the private sector which may rely on Financial Key Performance Indicators to determine its efficiency and effectiveness, the public sector by its nature may not be able to adequately measure such criteria. (Dassah, 2011) cites (Maynard and Zapico-Göni,1997:5) argument that a “well-performing public program or service is one that is providing, in the most cost-effective manner, intended results and benefits that continue to be relevant, without causing undue unintended effects”

Conceding that measuring efficiency in the public sector is very difficult, the modern approach has been to focus on measuring the effectiveness of the interventions or programmes a government institution may roll out in their quest to solve the myriad of problems they have to deal with. The implication is that such measures can only be done at the end of the implementation of the public intervention taking a retrospective view (Boyle & Lemaire 1999:82 in Dassah, 2011).

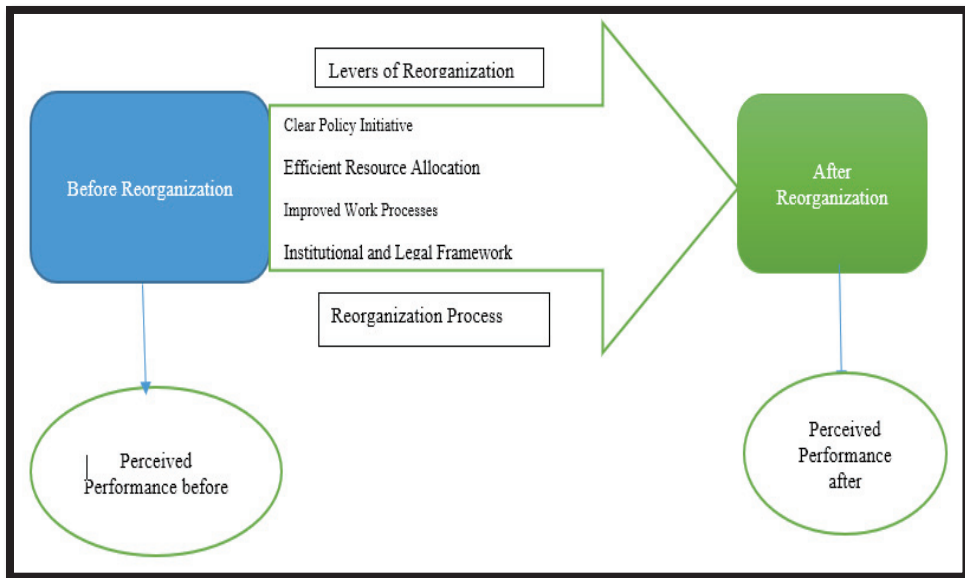
CHAPTER III: RESERCH APPROACH AND METHODOLOGY

3.0 Introduction

This chapter starts with the analytical framework upon which the research is carried out and goes on to discuss the research methodology used for this study. It discusses the research questions and the research hypothesis. It also provides information on the profile of the participants, what qualifies them for inclusion in the study and sampling technique used. Finally, the research design is discussed, and the instruments used for data collection are also highlighted. The OECD (2004) defines an analytical framework as the conceptual system of definitions and classifications of the related data. The framework helps structure the thinking in order to present the facts in a logical and systematic manner to facilitate understanding. Saunders et al. (2003) define research methodology as the systematic and scientific procedures employed to arrive at the results and findings for a study against which claims for a study are evaluated to answer the identified research objectives.

3.1 Analytical Framework

Diagram 1 : Analytical Framework



Source Author's Analysis

This study was constrained by availability of verifiable data of the ministry before its reorganization. Therefore, it confined itself to the solicited views of its respondents on the perception of performance of the reorganized ministry. The focus is on the reorganization of the Ministry and its perceived performance. It begins with taking views and reviewing the performance of the ministry vis-a-vis the existing levers of operations with a view on the perceived performance. The study then proceeds to examine the changes the reorganization brings on board vis-a-vis the existing levers. It then takes a look at the new organization and how these levers interplay to achieve the intended outcomes of performance. Finally, it assesses the perceived impact of the new organization and makes conclusions.

3.1.1 Definition of Constructs

Legett (2011) defines constructs as concepts or ideas about an object, attribute, or phenomenon that are worthy of measurement. In this study, the constructs to be measured are Clear Policy Initiative, Efficient Resources Allocation, Work Processes and Institutional and Legal Framework. These constructs have been sufficiently explained in preceding chapter and a summary of the key definitions are provided below:

Table 1 : Conceptualization of Constructs

No.	Concepts	Definition
1	Clear Policy Initiatives (Sama, 2014)	The guiding principle used to set direction in an organization.
2	Efficient Resource Allocation (Trotman-Dickenson, 1996)	Resources are the available factors of production – labour, land, mineral wealth, capital and enterprise. A government’s decision on the allocation of resources between the private and public sectors will be influenced by political, social and economic considerations.
3	Improved Work Processes. (Lukashenko et al., 2009).	The process of reorganization means that , the organization itself, its working environment, clients, goals and objectives will all experience some form of change as a result of deliberate changes in the processes, structure, functions, tasks and personnel
4	Institutional and Legal Framework (IEES, 2006) , (TransLegal, n.d.)	Institutional Framework is the “set of formal organizational structures, rules and informal norms for service provision. Legal Framework on the other hand refers to a “a broad system of rules that governs and regulates decision making, agreements, laws etc.”

Source: Author

3.2 Research Question

This study is to assess the perceived impact of institutional reorganization on organizational performance in the Ministry of Sanitation and Water Resources, Ghana. It conducts this assessment from the point of view of both its external and internal stakeholders in the water and sanitation sector.

The main research question is does institutional reorganization improve institutional performance?

Additionally, the following sub questions will be addressed:

1. Does having a designated ministry guarantee an improvement in the water and sanitation sector?
2. What is the perception of the both external and internal stakeholders on the effectiveness of policy coordination under the new ministry?
3. What has been the perceived impact of the new ministry on quality of service improvement?

3.3 Research Hypothesis

H₁: Providing a clear policy initiative and direction to the new ministry will have a positive impact on its performance.

H₂: Resource allocation in terms of personnel, budget allocation and logistics to the new ministry will improve performance.

H₃: Providing the legal and institutional framework will improve the performance of the reorganised ministry

H₄: Work processes, organisational structure and systems will improve the performance of the reorganised ministry

It is important to note that the newly created ministry is two years since its inception. This study recognises that two years is short for evaluating the ministry as it may not have had enough time to fully realise the expected benefits from all the resources and efforts that have been deployed. However, if these same hypotheses listed above should be tested in 5 to 10 years' time, the results may be very different because the levers of reorganisation require time. In spite of this, the study is still of the view that two years is also not too short for an evaluation. Indeed, the results obtained from the research will be an important signal to the government and leaders of the factors that are enabling or inhibiting the ministry in its performance. This study can also serve as a valid point of reference and base comparator for any future assessment that may be done in 5 to 10 years' time.

3.4 Research Type

There are two broad approaches to undertaking research and these are Qualitative and Quantitative approach to research. The Qualitative method approaches research from a non-numerical data point relying often on use of case studies or exploratory studies. Data collected may later serve as a basis for further quantitative hypothesis testing. In contrast, quantitative research makes use of a systematic empirical investigation of properties and phenomena and their relationships. Statistics derived from quantitative research can be used to

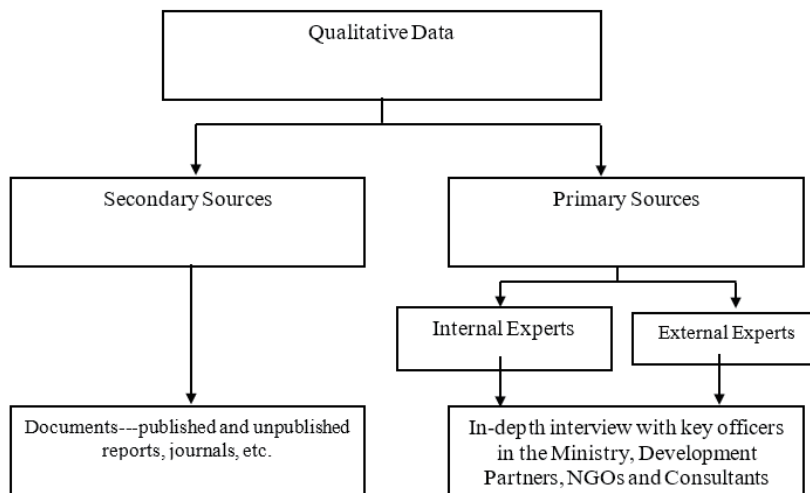
establish the existence of associative or causal relationships between variables. (Creswell, 2008).

This study adopts the Qualitative approach using the Ministry of Water and Sanitation as a case study. Data collected from both the secondary and primary sources will later serve to validate the hypothesis testing.

3.5 Data Sources and Collection

The study has identified the sources from which it will collect data and this is summarised in the Diagram 2:

Diagram 2: Sources of data



Source: Author form readings:

The use of this methodology is a standard approach used in most qualitative studies. There is no intention to over rely on one source of data but to have a balanced collection of data from both sources to ensure objectivity. The internal experts will include Senior Officers within the Ministry of Sanitation and Water Resource will be selected to administered questionnaires. The External Experts

are Officers from the Development Partners, Civil Society Groups and Non-Governmental Organisations involved in the sector. The Secondary sources will include published reports, magazines, previous studies and research work and any material available online and from the Ministry sources.

3.6 Population and Sampling Approach

A population is the total of all the individuals who have a set of characteristics and are of particular interest to the researcher (Saunders et al. 2007). The population for this study comprises all the staff in the Ministry of Water and Sanitation and the staff that work in all the development partner institutions, Non-Governmental organisations and Consultants who have a current or active service contract or engagement with the Ministry.

A sample is defined as a finite part of a statistical population whose properties are studied to gain information about the entire population whose properties are studied to gain information about the whole. In other words, sampling is the technique of selecting a suitable size of the population representative enough for the purpose of determining the characteristics of the entire population. That fraction of the population that is selected for the purpose of accessing data for this study is what is known as the sample size. Sample sizes for research vary but are generally small. For the purpose of this study, a sample size of 30 will be selected for collecting primary data. These Sampling techniques are either probabilistic or non-probabilistic. Nonprobability sampling eliminates some elements from any chance of being selected. Probability sampling gives all units from the population an equal chance of being randomly selected. For the purpose

of this study, the purposive sampling technique is used to ensure that those who really matter and have an opinion by virtue of their involvement at a certain level of work or engagement in the Ministry are selected and out of them, a random selection is made.

3.7 Data Collection Instrument

This study relies on both secondary and primary data for its analysis. The primary data will be collected mainly through structured and Semi- Structured questionnaires. This is consistent with standard research methods.

3.8 Data Analysis Technique

The data collected from the questionnaires will be analysed based on the predefined constructs explained under 3.1.1 vis-à-vis the research questions. These constructs form the basis of evaluating the research questions. The research questions focus directly on assessing what the perceived impact of institutional reorganisation have on the ministry. Data collected will be analysed qualitatively.

3.9 Overview of the Ministry of Sanitation and Water Resources

This section gives an overview of the Sanitation and Water sector with focus on the new Ministry of Sanitation and Water. This section relies heavily on the Strategic Medium-Term Development Plan of the Ministry of Sanitation and Water Resources 2018 – 2021. Copious sections of the document are reproduced in the study with the kind permission of the Ministry of which the researcher is an Assistant Director 1.

The Ministry of Sanitation and Water Resources was established in 2017 by the Government of Ghana by Executive Instrument 28 of 2017 in response to the challenges and lack of sufficient attention being given to the water and sanitation sector. The Ministry operates with the full powers of a statutory constitutional institution and as a Central Management Agency of the Government of Ghana. It has mandate to formulate and implement policies and strategies that will accelerate the development of the Water and Sanitation sub-sectors with the aim of providing sustainable water and environmental sanitation for all. The Ministry lists its Vision and Mission Statement in the MTDP as follows:

Vision:

“To provide Sustainable Water and Environmental Sanitation for All.

Mission Statement:

“To formulate and implement policies, plans and programmes for the sustainable management of the nation’s water resources; the provision of safe, adequate and affordable water; provision of environmental sanitation facilities, effective and sustainable management of liquid and solid waste for the well-being of all people living in the country.”

The Ministry is headed by a substantive Minister and two deputies for the sub-sectors. It has 6 directorates namely – The Finance and Administration Directorate, Human Resources Development and Management, The Policy Planning, Budgeting, Monitoring and Evaluation, Research, Statistics and Information Management, Directorate for Water, Directorate for Sanitation and one Unit – The Internal Audit. There is a Chief Director who serves as the

Administrative Head and is responsible for the effective and efficient running of the ministry and the Departments and Agencies and the Directorates.

3.9.1 The Water Directorate

The Water Directorate is mainly responsible for the coordination of all the programmes, policies and projects with regards to managing water resources and drinking water. There are 4 key agencies that report to the Directorate and these are Water Resources Commission, Ghana Water Company Limited, and Community Water and Sanitation Agency. The Sanitation Directorate has similar functions except it focuses on the sanitation sector. Its agencies are the School of Hygiene in Accra, Ho and Tamale. It also works closely with the Community Water and Sanitation Agency for effective service delivery.

In the Water Subsector, the Ministry conducts its operations under three Subsectors: The Water Resources Management, Urban Water Delivery Project and the Rural Water Project. Consequently, an assessment of the Ministry under the water sub-sector will usually follow the lead of these sub-sectors for evaluation of its performance.

➤ Water Resources Management:

This sub-sector is managed by the Water Resources Commission with a responsibility to “regulate and manage the sustainable utilisation of water resources and to coordinate related policies”.

➤ **Urban Water Delivery:**

This sub-sector is managed by the Ghana Water Company Limited with the responsibility to “provide potable water for urban population, regulate and manage the sustainable

utilisation of water resources”. As a full utility company owned by the State, GWCL operates about 88 water supply systems countrywide producing over 213 million gallons of water daily versus an estimated daily demand of 277 million gallons or 77% of urban water demand coverage (MSW, 2018). Ghana Water Company has been at the forefront of some landmark projects such as the GAMA Water Project, Upper East Region Water Supply Project, Kpong Water Expansion Project and The Urban Water Project, all in a bid to expand access to water in the urban areas.

➤ **Rural Water Delivery:**

The Rural Water Delivery is managed by the Community Water and Sanitation Agency with a mandate to “facilitate the provision of safe drinking water and related sanitation services to rural communities and small towns in Ghana.” The CWSA has been at the forefront of some major projects such as the Northern Region Small Towns Water and Sanitation Project and The Sustainable Rural Water and Sanitation Project. These projects have mainly sought to provide boreholes, and hand dug wells as well as latrines for the very poor rural communities.

3.9.2. The Sanitation Directorate

In the Environmental Health and Sanitation Sector, the Ministry is responsible for “maintaining a clean, safe and pleasant physical and natural environment in all human settlements, to promote socio-cultural, economic and physical wellbeing of all sections of the population.” (MSWR, 2018 pp6). Activities under the sanitation sector are conducted under three main sub-sectors which are Solid Waste, Liquid Waste, and Sewerage and Sewage Treatment.

➤ Solid Waste

Dealing with solid waste remains one of the biggest challenges Ghana faces in spite of an estimated 60% collection rate of all solid waste. Currently, the most advanced system of solid waste collection and disposal is the dedicated land fill sites. There exists a Private Public Partnership Joint Venture between the Government of Ghana and Zoomlion for the operation of a recycling-compost plant.

➤ Basic Sanitation

Basic Sanitation is also a major area of concern facing the ministry considering the fact that more than 50% of the population share toilet facilities and about 19% practice open defaecation (MSWR, 2018). The severity of the challenge is made worse by the fast increase urban population.

➤ Sewerage and Sewage Treatment:

Ghana’s sewerage system is very underdeveloped with Tema and Akosombo the only cities with comprehensive sewerage systems. The country has a poorly functional sewage and faecal sludge management system and consequently a

looming crisis which requires immediate and radical resourcing to change the narratives. There are currently a number of projects ongoing, the most important being the GAMA Sanitation and Water Project.

The MTDP of the Ministry clearly identifies the development challenges it faces in both the water and sanitation sector (MSWR, 2018). These challenges are listed below:

- Inadequate policy and institutional coordination and harmonization in sanitation and hygiene services delivery
- Low level of investment in sanitation sub sector
- Poor sanitation and waste management
- High user fee for sanitation services
- High prevalence of open defecation
- Poor collection, treatment and discharge of municipal and industrial wastewater
- Low levels of material for reuse and recycling

CHAPTER IV: FINDINGS, ANALYSIS AND DISCUSSIONS

4.0 Introduction:

This research is qualitative and adopts the purposive sampling technique in its selection of respondents. This technique allows the selection of respondents who have a direct experience, knowledge and connection to the problem and subject matter. The scope as previously explained in Chapter 3, is to focus on one ministry. As with all research, a sampling approach is sufficient to provide a view that may represent the whole population. In addition, the benefit of previous studies as discussed in the literature review may provide support or either wise to the findings of this study.

This study makes use of a questionnaire composed of two major parts and 4 sections. The components of the questionnaire are the structured and the semi-structured interview questions. The questionnaire begins with an overview of the purpose and objective of the research work. Respondents are given firm assurance of total confidentiality for their honest responses. The first section of the questionnaire elicits responses on the backgrounds and demography of the respondents covering the number of years worked in the sector, level of academic qualification and the specific roles they play in the sector. This is important because of the purposive sampling deployed to selecting respondents to ensure a representative coverage of the stakeholders in the sector. Section B covers the respondents' views of agreement on the levers of reorganisation, their perspectives on the perceived outcomes as a result of the reorganisation and

ratings of performance. A Likert Scale ranking of 1-5, denoting strong agreement on the highest scale of 5 and strong disagreement on a lowest scale of 1 is employed to correctly capture respondents' views to allow for coding and analysis. Section C is in the second part of the questionnaire and is made up of semi-structured questions to elicit open commentary from respondents on their views and assessment of the reorganisation process, the levers and the performance. The selection and administering of questionnaires to the respondents was carried out in the process below:

- i) Identification of key stakeholders who have both a high level of influence and interest in the subject matter
- ii) Confirmation of background of these selected respondents to ensure relevance at the time of responding to the questionnaires.
- iii) Notification by email of Research Work and obtaining consent to be part of the research respondents.
- iv) Distribution of questionnaire document in Microsoft Word Format by email to all identified respondents.
- v) Clear date of respond by and a contact number in case of assistance and mode of returning answered questionnaires were all provided in the email.
- vi) Consistent follow up of all respondents by mail and phone to guide and answer all possible feedback questions and enquiries. Follow up calls were also made to ensure on time and in full delivery of answered questionnaires.

All the respondents selected from the ministry, consultants, development partners and the NGOs have been involved in the activities of the water and sanitation sector before the reorganisation and are still involved after the reorganisation. The consultants selected are lead consultants in their respective firms and have been consulting for the water and sanitation sector before and after the reorganization. Respondents from the Development Partners (World Bank & UNICEF) included Country Directors and Specialists in the WASH sector of the various organisations. Respondents from the NGOs (World Vision International and Water Aid Ghana) were of the ranks of Country Programme Director and Country Director who have extensive experience and involvement in the water and sanitation sector. In addition, the Chairman of the Coalition of NGOs, with a track record of involvement and experience of the sector, was also a respondent. Respondents from the Ministry are Officers who were in the ministry before the reorganisation and are still present after the reorganisation. In all, there was a 100% return on administered questionnaires from all the respondents.

All these views have been incorporated in my final thesis and i would kindly request for your final endorsement.

4.1 Profile of Respondents

The respondents, totalling 30 were comprised of 10 Civil Servants representing 33.3%, 5 Public Servants representing 16.7%, 2 Local Government Officers representing 6.7%, 4 Officers from the Development Partners community, representing 13.3%, 5 Consultants from the Water and Sanitation sector

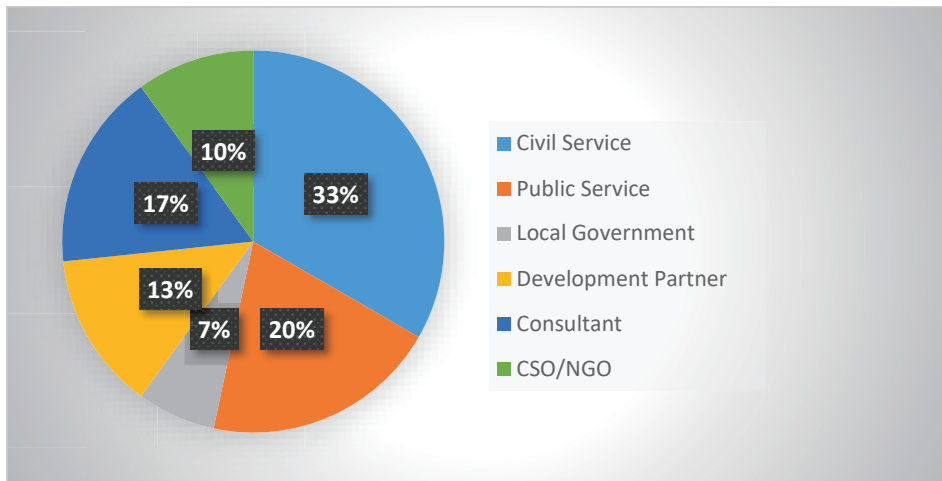
representing 16.7% and 3 representatives of CSOs/NGOs. This has further been grouped into two subcategories, Public Service and External Stakeholders. 18 belong to the Public service (Civil Service, Public Service and Local Government Service) representing 60% and 12 belong to external stakeholders (Development Partners, NGOs & Consultants) representing 40% which is a good representation of both view. This is shown in Table 1 below:

Table 2: Sector Profile of Respondents in %

	Measurement	Responses	Percentage
Please specify which of the Public Services or Institution you belong to	Civil Service	10	33.3
	Public Service	6	20.0
	Local Government	2	6.7
	Development Partner	4	13.3
	Consultant	5	16.7
	CSO/NGO	3	10.0
Further Grouping	Public Service	18	60.0
	External Stakeholders	12	40.0

Source: Author

Diagram 3: Profile of Respondents



Source: Author

Out of the total respondents, 21 representing 70% were males and 9 representing 30% were females. The imbalance in gender count did not have any perceptible influence on the quality of responses received. In terms of age, majority of respondents were in the age range of 41-50 years representing 40%, followed by 33.3% representing those within the age range of 51-60 years and 26.7% representing those who fell in the 31-40 years' age range. Furthermore, 29 respondents representing 96.7% of respondents possessed a Master's Degree and 1 respondent representing 3.3% possessed a Bachelor's Degree. With this level of education, there likelihood of receiving quality informed responses is high as these are respondents with direct senior level involvement in the water sector.

Table 3: Demographic Profile of Respondents. In %

Area	Measurement	Responses	Percentage
Gender	Male	21	70.0
	Female	9	30.0
Age	Less than 30 years	0	0
	31-40 years	8	26.7
	41-50 years	12	40.0
	51- 60 years	10	33.3
	Over 60 years		
Level of Education	Diploma	0	0
	Bachelor's Degree	1	3.3
	Post Graduate Diploma	0	0
	Master's degree	29	96.7
		0	0

Source: Author

Again as shown in Table 3, with regards to the number of years' experience in the Water and Sanitation sector, 11 persons representing 36.7% had been involved in the sector for more than 20 years, 9 persons representing 30% have been working in the sector between 16-20 years, 4 persons representing 13.3% have been working in the sector between 11-15years, again, 4 persons representing 13.3.% have been working in the sector between 6-10 years with 2 persons representing 6.7% have been working in the sector for less than 5years. The relationship between the ages, level of education and the number of years of spent in the sector gives a high level of assurance that respondents are well matured and experience with sufficient knowledge in the sector and are better placed to give insightful responses with regards to the research being conducted.

Table 4. Years spent in the Water and Sanitation Sector

Number of years spent with the Water and Sanitation Sector	Measurement	Responses	Percentage
	Less than 5 years	2	6.7
	6 -10 years	4	13.3
	11- 15 years	4	13.3
	16-20 years	9	30.0
	More than 20 years	11	36.7

Source: Author

The profile of Positions of the respondents represent a good cross section of hierarchy levels in the water sector. Figure 4 below shows the list of respondents' positions.

Table 5. Roles of Respondents

PUBLIC SERVICE	EXTERNAL STAKEHOLDERS
Director-Water, Director-Sanitation, Executive Secretary, Director-Environmental Quality, Principal Development Planning Officer, WASH Specialist, Water Engineer, Senior Engineer, WASH Programme Officer,	Managing Director, Lead Consultant, Chairman, WASH Officer, WASH Specialist

Source: Author

It is important to mention that, based on the responses collected, the views of the internal and external stakeholders were not significantly different from each other and therefore combining their views did not affect the outcome and quality of the research. The sample split of 60% for internal stakeholders and 40% for

external stakeholders is a fair representation of the views of the population in the Water and Sanitation Sector.

4.2 Descriptive Statistics of Constructs

This section of the study focuses on a discussion of the descriptive statistics obtained from the respondents. It also discusses the responses from the semi-structured questions on the 4 Levers of Institutional Reorganisation. The discussion of the responses takes a combined approach to allow for alignment of the deeper insights respondents gave in the semi-structured questions which may not have been captured by responses to the structured questions. The focus on the Levers in the semi-structured questions is because the levers are the crux of the study, considering the role they play in the potential for success in the reorganisation process.

4.3.1 Levers of Institutional Reorganisation

4.3.1.1 Clear Policy Initiatives

Table 4: *Responses on clear Policy Initiative in percentage*

Clear Policy Initiatives					
In your view, what was the rationale for the creation of this Ministry?					
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
To Reduce Organizational Complexity	13.3	36.7	23.3	23.3	6.7
A Political Decision to meet Campaign Promise	20.0	10.0	16.7	26.7	26.7
To Respond to regulatory requirements	6.7	23.3	40.0	10.0	20.0
To Respond to emerging challenges and needs of the Water and Sanitation sector	73.3	23.3	0	0	0
To respond to external Stakeholders demand (Including DP, CSO, NGOs)	3.3	56.7	6.7	30.0	1.0

Source: Author

From the results collated on Clear Policy Initiatives as depicted in Table 5, 36.7% agreed with the notion that the ministry was created to reduce the organizational complexities of the previous institutional arrangements serving the sector, while 23.3% of respondents disagreed with this notion and a further 6.7% strongly disagreed. Secondly, 26.7% strongly disagreed and another 26.7% disagreed with the notion that the creation of the ministry was influenced by a political decision to satisfy a campaign promise of the current government. Even though

20% strongly agreed with this notion, 16.7% were neutral. Thirdly, 40% of respondents were neutral to the notion that the creation of the ministry was to respond to regulatory requirements, while 23.3% agreed with this notion and 20% strongly disagreed with it. Fourth, 73.3% of the respondents strongly agreed with the notion that the creation of the ministry was as a result of the government's response to emerging challenges and needs of the Water and Sanitation sector and 23.3% agreed with this notion. Lastly, 56.7% of respondents agreed with the notion that the creation of the ministry was government's move to respond to the demands of external stakeholders in the sector (including Development Partners, CSOs and NGOs), while 30% of respondents disagreed with this notion and 6.7% were neutral. Respondents agreed largely on the listed rationales for the creation of the new ministry. The strongest influencers are 1) government's response to emerging challenges and needs of the Water and Sanitation sector – 73.3% agree, 2) response to external stakeholders' demands (including Development Partners, CSOs and NGOs) – 56.7% agree and 3) the government's intention to reduce organizational complexities of the previous institutional arrangements responsible for these two (2) sectors – 36.7% agree. These observations from the respondents finds support in the body of literature examined in Chapter 2 as posited by (Caiden, 1969) and (Larbi, 1999), that external support from development partners may also come with pressure to reorganise institutions to achieve better outcomes and failure of existing administrative structures and functions to satisfy the needs and demands of the populace may also trigger the need for institutional reorganisation.

The questionnaire further afforded the respondent in the semi-structured interview the opportunity to express additional views on the subject matter. The key question asked was:

Q1: Do you believe there has been an improvement in the following areas since its inception?

Yes () Please provide your Reason, if No () Please provide your Reason

(i) Clear Policy Initiative.

A summary of their responses and selected quotes is enumerated below: In the submissions, 70% of respondents responded in the affirmative with 30 percent objecting to the notion that the creation of the MSWR has provided clear policy direction for the water and sanitation sector. It is evident that the creation of the MSWR was influenced by a clear policy initiative, nonetheless, till date, operationalizing the ministries strategies and plans to achieve its mandate has been a bit slow according to the respondents. Although minor strides have been made. The current challenges could be attributable to the normal "teething" problems new organizations face especially in the public sector.

Quote from Respondent No. 12

“Evidently, there has been a better focus on the water and sanitation agenda, including relevant global issues, though the strategic direction and policy thrust is not always very clear.”

Quote from Respondent No. 12

“Not much with regards to clear initiative as the strategic frameworks are yet to be reviewed and fully operationalized to reflect current trends and government’s rationale for the establishment of the new ministry”

4.3.1.2 Efficient and Effective Resource Allocation

Table 5 : *Efficient and Effective Resource Allocation in percentage*

Efficient and Effective Resource Allocation					
In your view, has Government allocated adequate resources to the Ministry to carry out its mandate and implement programs, project and activities?					
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Adequate Annual Budget Allocation	0	13.3	10.0	46.7	30
Adequate and requisite personnel	0	20.0	23.3	36.7	20.0
Training and Capacity Building for personnel	0	16.7	33.3	36.7	13.3
Sufficient logistics made available for the new Ministry	0	20.0	3.3	70.0	6.7

Source: Author

The results on Efficient Resource Allocation are depicted in Table 6. First, in terms of government's provision of funds in respect of the ministry's annual budget allocation since its creation, 46.7% of respondents disagreed with the notion that the annual budget allocation has been adequate, 30% of respondents strongly disagreed with this notion, and 13.3% of respondents agreed and 10% of respondents were neutral to this notion. Second, in terms of the assignment of adequate and requisite personnel to man the ministry, 36.7% of respondents disagreed with the notion that it is adequate, 23.3% respondents were neutral and 20% of respondents strongly disagreed and agreed with this notion respectively. Third, in terms of adequate training and capacity building for the personnel posted to the ministry, 36.7% of respondents disagreed with this notion, 33.3%

of respondents were neutral, 16.7% of respondents agreed and 13.3% of respondents strongly disagreed with this notion. Lastly, 70% of respondents disagreed with the notion that sufficient logistics had been made available for the newly created ministry to effectively carry out its mandate, 20% of respondents agreed with this assertion, 6.7% of respondents strongly disagreed with this assertion and 3.3% of respondents were neutral on this assertion. In the semi structured interview, the key question asked was:

Q2 Do you believe there has been an improvement in the following areas since its inception?

Yes () Please provide your Reason, No () Please provide your Reason

(ii) Resources Allocation

Respondents' responses to this question clearly showed a disappointment with the level of resources currently being given to the Ministry even after the reorganisation. Respondents indicated generally that there was little to less improvement dedicated to the MSW to carry out its mandate since inception. In addition to the challenge of receiving less than the budget amount requested for, there was the additional burden of actually always been in arrears of actual cash disbursement. This clearly has an adverse impact on the capability of the Ministry to carry out its programmes and activities. With regards to Human Resources and Capacity Building, even though 36.7% were of the view that resource allocation was not enough, almost 50% of the respondents generally agreed that the

Ministry possessed adequate human resources and opportunities for capacity building. A quote from one respondent reads as:

Quote from Respondent No. 1

“Some reasonable amount of human resources has been allocated, however, in terms of financial and equipment; there has been a significant inadequacy.”

The study notes that; respondents are of the view that resource allocation to the sanitation subsector has slightly improved as compared to the water sector.

Quote from Respondent No. 1

“Resource allocation to water has not changed much. However, that for Sanitation has. Though this may not at the level to help achieve expected goals, the current allocation level is may be considered better than previously when barely non-existent.”

The possible reason for this, from the perspective of the researcher, is because the water sector has attained 80% national coverage as compared to the very low coverage of 15% for sanitation. This information is available in the Water Directorate Strategic Plan and the NESAP, provided in Appendix 2.

Sufficient human resources without the requisite financial and logistic resources can create a situation of organizational inertia, such that policies to be implemented are always done with retrospect to their given timelines. As (Trotman-Dickenson, 1996) has explained resource dependency and availability have a profound effect on the outcome of a new policy or reform or reorganization in the public sector.

In the past, successive governments have relied mostly on funds from development partners to support activities in this sector. Generally, it can be

deduced from the submissions of respondents that overall, resource allocation, including Budget/Funds, Logistics, Human Capital and Capacity Building to enable the newly created ministry to effectively carry out its mandate is insufficient. This brings governments intentions and commitments to the sector under critical scrutiny, because the creation of the ministry was largely hailed by all and sundry as a good move and a step in the right direction to address the myriad of challenges in the Sanitation and Water sectors of the economy. However, government's failure to commits resources, especially funds to actualize the plans and projects seems to suggest that the creation of the ministry was just mere rhetoric and for achieving political goals. It is not enough to build the human capacity, financial resources must also be sufficiently made to increase the chances of success of any institutional reorganization process, as posited by Chandarasorn (1997) that the more the public sector organization possesses affluent resources, the higher the chance of successful implementation of a reorganization.

4.2.1.3 Institutional and Legal Framework

Table 6 : **Institutional and Legal Framework in %**

Institutional and Legal Framework					
In your view, does the Ministry have the required Legal and regulatory Framework to effectively carry out its mandate?					
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Has the Government promulgated the laws to establish the Ministry	56.7	13.3	20.0	10.0	0
Has the Law defining the mandate of the new Ministry (Ministry of Sanitation and Water Resources) been clearly defined?	10.0	46.7	23.3	3.3	16.7
Has the new mandate been aligned with partner MMDAs?	0.0	6.7	23.3	23.3	46.7

Source: Author

From Table, 56.7% of respondents strongly agree that the Government has promulgated the required laws to establish the ministry, compared to 20% who are neutral, probably because they are not aware and 10% who perhaps expect some additional legal requirements. It is worthy to note that, the Ministry of Water Resources and Sanitation was set up in 2017 by the Government of Ghana, through an Executive Instrument (E.I 28 H) by hiving off Water and Sanitation Management from the Ministry of Works and Housing and Ministry Local Government and Rural Development respectively to create the Ministry of Sanitation and Water Resources as required by the laws of Ghana. First, 56.7% of respondents strongly agreed that the government has promulgated the requisite

laws to establish the ministry, 20% of respondents were neutral, 13.3% of respondents agreed with this notion and 10% of respondents disagreed with this notion. Secondly, there is also an agreement among 46.7% of respondents and a strong agreement among 10% of respondents that the law defining the mandate of the new Ministry is clearly defined. To still record 20% of respondents claiming disagreement on the clarity of the law points to the fact that there is still work to be done to make the law much clearer and explicit to all stakeholders.

Lastly, on the assertion whether the new mandate of the ministry has been aligned with that of partner MMDAs, 46.7% of respondents strongly disagreed with this assertion, while 23.3% of respondents disagreed, giving a total of 70% disagreement with this assertion. A 70% disagreement is a significant statement that there is clearly a mismatch in the mandates of the new ministry and its partner MMDAs. Such nonalignment has the potential to impact on the success or either wise of the new ministry. From the perspective of the researcher, the sentiments of the respondents are worth considering because in reality there is an overlap of roles and mandates between the Ministry of Sanitation and Water Resources and the Ministry of Local Government and Rural Development. The Ministry of Local Government has the mandate to implement sanitation and water initiatives at the local and district level under the direction of their minister. The Ministry of Sanitation and Water Resources is however the ministry responsible for policy. The new law has not yet fully aligned the policies of the two ministries under the new arrangement. In the same semi-structured section, the question posed to respondents was:

Q3: *Do you believe there has been an improvement in the following areas since its inception?*

Yes () Please provide your Reason No () Please provide your Reason

(iii). Institutional and Legal Framework

It is evident from the respondents, that the establishment of the MSW was accompanied by the required law to back it. However, the institutional and legal framework required to fully empower the ministry to effectively and efficiently carry out its mandate to achieve desired results is still work in progress. This seeming delay may be because of the highly bureaucratic processes coupled with the necessary consultations required among all stakeholders and actors in the two sectors considering that these two were separate and under different Ministries in recent past. Quotes from one respondent reads as:

Quote from Respondent No. 7

“The institutional and legal framework for the water subsector is well developed. The issue is with the sanitation sector. A clear review of the previous situation, which initially seemed to prevail, is required and then clear policy and legal/legislative enactments should be harmonized and adopted as necessary.”

Quote from Respondent No. 12

“YES, but inadequate. There is the need for alignment with the Local Government Ministry, so that the relationship with the MMDAs is clearly outlined. This will also enhance co-ordination”

4.2.1.4 Improved Work Process

Table 7: Improved Work Process in %

Improved Work Processes					
In your opinion, will the administrative and organizational structure, work processes and systems established for the Ministry enable the staff achieve successful outcomes?					
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Reporting Lines, Supervision and Accountability	3.3	5.3	10.4	44.2	36.8
Supervision of projects, initiatives and policy have improved	7.4	17.2	14.7	29.5	31.2
The Ministry has greater power now to deal with water sector challenges	8.0	6.7	50.0	24.3	11.0

Source: Author

The Table summarizes the submissions of respondents on the question whether the established administrative and organizational structure, work processes and systems for the ministry will enable staff achieve successful outcomes. There is a 44.2% disagreement and 36.8% strong disagreement on the potential of the current reporting lines and accountability to support a successful outcome. Respondents do not believe that the current arrangement are helpful to achieve the expected outcomes in the reorganisation process. 29.5% and 31.2% disagree and strongly disagree respectively that the new Ministry has improved on its supervision of projects, initiatives and policy. 14.7% of respondents are however neutral. This implies that respondents do not see the desired presence and involvement of the new Ministry in the scheme of activities in the sector. Lastly,

in terms of the ministry having greater power with the challenges of the sector, 50% of respondents were neutral, 26.7% of respondents agreed with the assertion, 24.3 % of respondents disagreed with the assertion while 11.0% of respondents strongly disagreed. From the semi-structured section, the question posed was;

Q3: Do you believe there has been an improvement in the following areas since its inception?

Yes () Please provide your Reason, No () provide your Reason

(v): Work process

Specifically, respondents are of the view that the absence of a legal framework to back the operations of the MSWR vis-a-vis its partner MMDAs is a major drawback in the definition of its work processes, organisational structure and systems. Even though the new Ministry has the traditional organizational manual which is commonly used in all ministries, there is a non-detailed information on the required work process and the harmonization of the roles expected of the district assemblies who are critical in implementing water and sanitation policies, plans and programmes at the local level. This obviously will affect the effectiveness of staff and external stakeholders to carry out activities to support the mandate of the new ministry. This situation could be attributable to the fact that the ministry has only been operational barely two (2) years now and as it is with newly created public institutions, some teething problems may arise. In essence, it may be difficult to evaluate the effectiveness of workflow processes in the ministry. Additionally, the hiving of the two sectors from other ministries to create this ministry requires the realignment and harmonization of certain

functions and processes which usually takes some time to complete. A quote from a respondent sums up the general perception among most of the respondents.

Quote from Respondent No. 16

“This remains a big challenge as there is no direct linkage between the Ministry (in Accra) and MMDAs at local level to coordinate implementation of sanitation programs/activities”.

4.3.2 General Acceptance Questions

Table 8 : General Acceptance Questions in %

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Having a designated ministry does not guarantee an improvement in the water and sanitation sector.	56.7	20.0	6.7	3.3	13.3
Development Partners do not fully embrace due to lack of involvement.	0	6.7	63.3	3.3	26.7
Ministry's bureaucracy considers reorganisations as a cyclical activity with no real impact.	6.7	10.0	70.0	6.7	6.7
Reorganisation is a political rearrangement to achieve manifesto objectives.	0	6.7	46.7	12	1

Source: Author

This section was to do a check on the general acceptance of the reorganisation process and the new Ministry of Sanitation and Water Resources. There were 4 specific questions to which respondents had to give their views. First and foremost, a significant majority of the respondents (56.7% strongly agree, 20.0%

agree) are of the view that merely creating a designated ministry for water and sanitation does not guarantee an improvement. Contrasted with their previous responses on clear policy initiative, we may deduce that creating a designated ministry is a necessary but not sufficient condition for success. The sufficient conditions have been highlighted by respondents in their responses on the four levers of the reorganizational process. Secondly, 63.3% of respondents were neutral on the question of whether Development Partners fully embrace or not the creation of the ministry due to lack of involvement. The point of neutrality does not suggest any strong view; however, a 26.7% strong disagreement can be inferred to mean there is probably not much involvement in the activities of the new ministry. Thirdly, in terms of how the ministry's bureaucracy considers the reorganization, 70% of respondents were neutral on the assertion that the bureaucracy regarded it as a cyclical activity with no real impact. This is very revealing considering that the 76.7 were of the view that merely creating a designated ministry will not guarantee success. It is possible to infer that as much as stakeholders' welcome interventions, they are also keenly interested in the commitment and support that is given in the form of resources and action and hence will not outright write off government interventions as cyclical. Lastly, in terms of the reorganization being a political agenda to achieve manifesto objectives, 46.7% of respondents were neutral on this assertion, 26.7% (10% and 16.7%) generally agreed while 25.6% (12% and 13.6%) generally disagreed. It is not surprising that respondents' views on this question are closely split. The

question of politics divides and in the circle of professional stakeholders, respondents are likely to stay neutral without strongly taking sides.

4.3.3 General Administration

Table 9 : **General Administration in %**

General Administration	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Public Servants in the ministry are now more professional.	0	6.7	36.7	53.3	3.3
Work processes have greatly improved costs efficiency.	0	16.7	20.0	60.0	3.3
Public Servants show increased motivation and attitude towards work.	0	56.7	23.3	6.7	13.3
Public Servants show better ethical behaviour in their dealings.	16.7	13.3	63.3	3.3	3.3

Source: Author

Table 10 summarizes the submissions of respondents on the impact the Ministry has made on General Administration. First, on the level of professionalism of the public servants in the ministry, 53.3% of respondents disagreed with the notion that the public servants in the ministry are now more professional, 36.7% of respondents were neutral on this notion, 6.7% of respondents agreed to this notion and 3.3% of respondents strongly disagreed with the notion. Second, in terms of improvement of work processes, 60% of respondents disagreed with the notion that work processes have greatly improved cost efficiency, 20% of

respondents were neutral to this notion, 16.7% of respondents agreed with the notion and 3.3% of respondents strongly disagreed with the notion. Third, in terms of increased motivation and attitude of the public servants in the ministry towards work, 56.7% of respondents agreed with this notion, 23.3% of respondents were neutral to this notion, 13.3% of respondents strongly disagreed and 6.7% of respondents disagreed with this notion. Lastly, in terms of improved work ethics of public servants of the ministry, 63.3% of respondents were neutral to this notion, 16.7% of respondents strongly agreed with this notion, 13.3% agreed and 3.3% of respondents each disagreed and strongly disagreed with the notion respectively.

From the observations, it is observed that generally, the impact of the creation of the ministry cannot be explained in the general administration of the ministry. This affirms the viewpoint of majority respondents that the creation of the ministry is not a guarantee that desired outcomes and targets would be achieved. This is not surprising at all as (Mosher, 1965) argued that whilst reform encompasses the institutional and attitudinal aspect of the change, reorganisation refers to only the institutional aspect of the change. This is an important weakness in the reorganisation process as according to Khosla cited in (Quah, 1976) “structural changes in

organisation will not be of much help unless the human factor in administration is suitably tackled”.

4.3.4 Policy Coordination and Effectiveness

Table 10: Policy Coordination and Effectiveness in %

Policy Effectiveness	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Policy coordination between MMDAs, Partner Agencies and related Ministries have improved.	3.0	4.3	17.3	45.3	30.1
Public Awareness of new policy direction has improved.	0	13.3	53.3	30.0	3.3
The new policies are more effective with the new Ministry’s direction.	0	4.2	60.0	20.4	15.4

Source: Author

In assessing the Policy Effectiveness of the new Ministry, Respondents were expected to give their views on coordination, public awareness and the effectiveness of the new policies. Results collated from their submissions point to some reservations from stakeholders in the sector. 45.3% of respondents disagree that there has been an improvement in the coordination between MMDAs and Partner Agencies and related ministries. 30.1% of respondents strongly disagree while 17.3% are neutral. What could account for this level of rejection from the stakeholders? Can it be that the notion of having a designated ministry raised expectations of a higher and better performance and hence, the failure of government to align the work process between the Ministry of Sanitation and Water Resources and the Ministry or Local Government has

contributed to the bigger disappointment? These reasons are possible considering that respondents are positive about having a designated ministry but clearly indicate that it is not enough to have a designated ministry. Resources and alignment must also follow suit to ensure successful outcomes.

Respondents on whether there has been an improvement in the public awareness of the new policy direction also showed a 53.3% neutrality, 30.0% disagreement but a 13.3% agreement. It is a matter of course to expect this trend because the Ministry of Local Government still control the activities at the local and district levels. Stakeholders and Partners will more likely be interacting with the Local Government on a more frequent basis than the Ministry of Sanitation and Water Resources.

Finally, respondents were to give a verdict on whether the new policies are more effective with the new Ministry's direction. Once again, a significant majority of 60% were neutral, while a combined 35.8% disagreed with the assertion. Generally, the submissions from respondents in this section indicate that there is a gap in the coherence of the ministry's direction and policy. The ministry still has a lot to do in terms of policy direction and implementation. The failure of the Ministry to actively drive and deliver the "Making Accra the Cleanest City in Africa" project is perhaps a testament of the views given in this section. At the launch of the new ministry, this project was the banner headline heralding the government's objective. Two years down the line, there have been silence on this project and apparent abandonment as the results have been very poor.

Some scholars may argue that it may be early days yet to evaluate the effectiveness of the ministry's policies, however, others argue that since other ministries were already handling these mandate, thus, the goodwill for the newly created ministry was already existent and above all, all stakeholders offered support for the creation of a substantive ministry.

Table 11: Quality of Service Improved in %

Public Service Delivery	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Quality of service delivered to the public at the ministry has improved.	0	11.7	20.0	56.7	11.6
New innovations have been rolled out by the Ministry.	0	60.0	26.7	6.7	6.7
Access to service to the public has improved.	0	6.7	16.7	60.0	16.7

Source: Author

In terms of improvements in public service delivery of the new ministry, Table 9 summarizes the submissions of the respondents. First, in terms of improvement in the quality of service delivered by the ministry, 20% of respondents were neutral on this notion, 11.7% of respondents agreed to this notion, 56.7% disagreed and 11.6 % strongly disagreed with the notion. Second, in terms of innovations, 60% of respondents agreed to the assertion that the Ministry has rolled out innovations since its establishment, 26.7% of respondents were neutral to this notion, and 6.7% of respondents each disagreed and strongly disagreed with this notion. Lastly, in terms of improved access to services by the public, 60% of respondents disagreed with this notion, 16.7% of respondents were

neutral to this notion and 6.7% of respondents agreed and 16.7 strongly disagreed.

These submissions have very serious implications for the implementation and communication strategy of the new Ministry. Perhaps, the earlier responses on the insufficiency of logistics and funding can explain why even though the Ministry has rolled out innovations, these innovations and services are largely inaccessible where they are needed most and improvement in the quality of the services being rendered are questioned. It appears that beyond the acknowledgement of the government's decision to set up a designated ministry, there is very little that has been done to ensure service delivery improves. This assertion is buttressed by a recent publication by the Coalition of NGO's in the Water and Sanitation Sector (CONIWAS) that Ghana's water and sanitation policies yet to be sufficiently aligned with SDGs (businessghana.com, 2019).

4.3 Additional Analysis of Semi-Structured Section

This Semi- Structure interview focuses mainly on the challenges that may hinder the new Ministry for achieving its mandate and sort for recommendation from respondents;

Q5: Is it necessary to have a designated Ministry for Water and Sanitation?

Yes () Please provide your Reason No () Please provide your Reason

In their submissions, about 90% of the respondents agreed with a yes that having a designated ministry was very necessary to address the water sector. Varied reasons were given by the respondents to buttress their conviction of this

imperative option. They indicated that a designated Ministry for Water and Sanitation will provide the needed "strategic focus" for this critical sector, the requisite legal and regulatory framework, accountability for resources and deliverables, policy direction and coordination and ensure efficiency and effectiveness in the sector. It is thus observed there is a strong and broad consensus from respondents that a new Ministry was certainly necessary.

Quote of Respondent No. 13

Yes. This is to give focus to sanitation and water resources issues, provide dedicated and equitable resources to delivery WASH to ensure no is left behind as per SDGs,

Q6: The question posed to respondents was “From your experience, what are the key challenges that can hinder the newly created Ministry of Sanitation and Water from achieving its Mandate?”

The respondents submitted the following as the key challenges that can hinder the newly created Ministry of Sanitation and Water from achieving its Mandate.

1. clarification of the roles between (a) the Ministry of Sanitation and Water Resources (Policy formulation and review) and (b) Ministry of Local Government and Rural Development (oversight for MMDAs which implement water and sanitation policies at the operational level)
2. Lack of sustained financing from Government.
3. Lack of political leadership that understands the sector and able to navigate the institutional complexities.
4. Lack of coordination with other sector player, both at the national regional and local levels.

5. Absence of core skills and expertise within the MSWR to provide needed support to the sector and for the implementation of key commitment

Quote from Respondent No. 3

Limited financial resources to support the roll out of activities that will contribute to changing behaviors, and improving access to basic services; Failure to be accountable with the use of resources on activities for which the money was allocated. Limited involvement of Development partners in decisions that affect the attainment of global and national WASH commitments; Dysfunctional sector coordination platforms such as the WSSWG, NTWG, M&E, etc. Absence of core skills and expertise within the MSWR to provide needed support to the sector and for the implementation of key commitment.

Q7: “From your experience, what are the key recommendations that can support the newly created Ministry of Sanitation and Water from achieving its Mandate?”

The respondents submitted the following as key recommendations that can support the newly created Ministry of Sanitation and Water from achieving its Mandate

1. The strengthening of the Water and Sanitation Directorates with the recruitment of experts with adequate skills mix.
2. Alignment of the institutional relationship between MSWR and the MMDAs through their supervisory institutions e.g. MLGRD and OHLGS.
3. Government must commit adequate financial resources through the annual budget to support the sector particularly, sanitation delivery. If this is not done, the country may lose out in achieving the targets in the SDG for sanitation

4. Harmonization of policies, plans and programmes, improve intra and inter-ministerial coordination.

Quote from Respondent No. 15

1. Clear and focused policy direction - 2. Technical capacity to drive the various directorates in the ministry - 3. The financial support - 4. Inter-ministerial coordination especially with the Ministry of Local Government and Rural Development to ensure practical execution of sanitation policies and plans at the District level. - 5. The absence of a strong regulatory institution or framework to support the sanitation component of the Ministry.

4.4 Answers to the Research Hypothesis and Research Questions

4.4.1 Research Hypothesis

In conducting this research, the study adopted 4 hypotheses to verify the impact of the institutional reorganization on the performance of the institution in question. The study in the process, established the influence of the levers of reorganization and how they impact on the success of the reorganization process and the performance of the reorganized ministry. In this section, the hypotheses are tested to verify as true or either wise the impact of institutional reorganization on institutional performance.

H₁: Providing a clear policy initiative and direction to the new ministry will have a positive impact on its performance.

Based on the results obtained from respondents, it was clear that the government provided a clear policy initiative and direction for the new ministry. Respondents were unanimous on the rationale for reorganizing the ministry and these

rationales were 1) government's response to emerging challenges and needs of the Water and Sanitation sector – 73.3% agree, 2) response to external stakeholders demands (including DPs, CSOs and NGOs) – 56.7% agree and 3) the government's intention to reduce organizational complexities of the previous institutional arrangements responsible for these two (2) sectors – 36.7% agree. However, this clear policy initiative did not significantly improve the performance of the new ministry. Submissions by respondents on improvements in access to service was 60% disagreement and 16.7% strong disagreement. Also 56.7% disagreed on improvement in quality of service delivered by the ministry with another 11.6% strongly disagreeing. These levels of disagreement are significant and therefore we can conclude that the performance of the new ministry has not improved even with a clear policy initiative. Consequently, the hypothesis does not hold true.

H₂: Resource allocation in terms of personnel, budget allocation and logistics to the new ministry will improve performance.

Resource allocation must be efficient and effective to ensure a sustained outcomes and performance. With regards to budgetary allocation, 46.7% disagreed while 30% strongly disagreed on the adequacy of budgetary allocation to the new ministry. Even though some have asserted in the semi structured interview that there has been a marginal increase in the budgetary allocation to the sanitation sector as compared to the water sector, these budgetary allocations are not disbursed on time and in full. Consequently, programmes and activities meant to be rolled out are often in delay or not delivered. With regards to

logistics, 70% disagreed and 6.7% strongly disagreed on the adequacy of logistics available for the use of the new ministry. This logistics include vehicles, office space accommodation, information and communication technology resources and suitable equipment for use in the office are all lacking. Lastly, on personnel, 36.7% of respondents disagree while 20% strongly disagree that the new ministry has adequate and the requisite personnel. Also, 36.7% of respondents disagreed with the sufficiency of training and capacity building. This is so because according to respondents, some of the personnel that have joined the new ministry do not have the requisite skills, knowledge and experience required for the sector. There are also very little interventions by way of capacity building and training to boost their competencies. The key conclusion of all these is that regardless of the allocation of resources to the new ministry, even with an increase, if resources are not released on time and in full as planned, human resources are not of the required skill and competencies and logistics are not available, the ministry will not see an improvement in its performance. Therefore, the hypotheses will not hold true.

H₃: Providing the legal and institutional framework will improve the performance of the reorganised ministry.

The new Ministry has been established with an Executive Instrument (EI 8). 56.7% of respondents agree and 13.3% strongly agree and are aware that the Government has promulgated the law to establish the ministry. Also 46.7% agree with 10% strongly agreeing that the law defines the mandate of the new ministry. Our secondary research also shows that the new ministry had its vision, mission

and mandate spelt out when it was reorganised. However, 46.7% of respondents disagree while 23.3% strongly disagree that this new mandate has been aligned with partner MMDAs and the Ministry of Local Government. This creates a gap in policy implementation and coordination in the sector. And this will negatively affect performance as demonstrated by the submissions from respondents. The hypothesis therefore does not hold because this legal and institutional framework has not been aligned with partner MMDAs and there is no coordination in the sector.

H₄: Work processes, organisational structure and systems will improve the performance of the reorganised ministry.

This study established in the literature review that the key benefit of restructuring or reorganizing is to improve upon the “effectiveness and efficiency along cross-functional processes”. These improvements come in terms of reviewing existing procedures, identifying new functions and competencies, aligning the necessary talent pool to achieve the goals and objectives of the reorganization process. The Government, upon drawing up an objective to reorganize, setting it up in a policy document, allocating resources to support the new policy, can as a matter of course initiate changes in the way work or tasks are carried out by a particular organization to ensure the expected outcomes are achieved. Respondents were unanimous that despite being aware of a clear policy on what government intended to achieve with the reorganization process, there was a huge gap in the aligning of reporting lines and accountability to support a successful reorganization process and a successful performance of the new ministry. It was

clear that the necessary steps of redesigning or restructuring of the reporting lines, supervision, accountabilities, authorities and points of collaborating between the Ministry of Sanitation and Water Resources and the Ministry of Local Government along with the MMDAs were not done and consequently, implementation of new initiatives in the sanitation sector were ineffective. A classic case in example is the poor implementation of making “Accra the cleanest city in Africa”. This is an initiative the new Ministry was tasked with, but in reality, cannot implement effectively because the authority to carry out such activities lie with the Local and District Assemblies who have a different minister and ways of working. Hence, the hypothesis does not hold true the lack of alignment in work processes, organisational structure and systems between the ministries and MMDAs adversely constrain the ministry from improving upon its performance.

4.4.2 Research Questions and Answers

This section will focus the answers to the main and sub-research questions. It comprises of two parts, the first and second part recalls and answers the questions respectively.

4.4.2.1 Research Question

This study set out to assess the impact of institutional reorganisation on institutional performance using the Ministry of Sanitation and Water Resources as the case study. To conduct the study, a main research question was identified along with sub-research questions to guide the course of discussion and analysis. In this section, we answer the research question and the sub questions drawing

on the responses given by our research respondents, with support from our literature review and secondary data gathered in the course of the study.

The main research question is:

Does institutional reorganisation improve institutional performance?

The sub questions were:

1. Does having a designated ministry guarantee an improvement in the water and sanitation sector?
2. What has been the perceived impact of the new ministry on quality and access to service improvement?

4.4.2.2. Answers to Questions

- **Main Question**

Main Question: Does Institutional Reorganisation Improve Institutional Performance?

It is imperative to establish that as with all reorganization, the overall objective is to reposition these organizations to be efficient, effective, and productive and above all deliver the government's programs and agenda successfully. The literature review conducted by this study shows that in spite of the general criticisms of frequent reforms by governments, there are still legitimate reasons why it may be necessary to initiate reforms and reorganizations in institutions. The study provided a brief history of the origins and reasons for the reorganization of the Ministry of *Sanitation and Water Resources*. It established that the decision was consistent with the common motivations governments use to initiate such changes. Most importantly, the study identified and justified four

levers that are crucial to improving the performance of the new organization. The responses obtained from respondents are:

- (i) Setting up designated ministry was a welcome move, a great initiative by the government to address the complex challenges and evolving needs of the sector. Though an important requirement to achieve the needed outcomes and impact in the sector, the setting up alone is not sufficient to ensure success.
- (ii) Respondents were unanimous in submitting that the legal and institutional framework required to enhance and ensure improved performance has not been properly put in place and hence the ministry was failing to achieve the desired impact. At policy and initiatives level, the ministry was recognized as having introduced very good initiatives but on the implementation and coordination level, the ministry's performance was woeful.
- iii) Respondents also acknowledged the slight increase in funding for the sanitation sub-sector, however it cited the poor and erratic release of budgetary allocation and unavailability of logistics as a major hindrance to improving the performance of the sector.
- iv) Respondents also pointed out that the absence of a suitable institutional and legal framework has made aligning the goals, objectives and mandates of the Ministry along with its partners, MMDAs and the Local Government almost difficult. Consequently, the work processes and

supervision have largely remained ineffective to drive the required change and achieve improvement in performance.

- v) Respondents overall views on the performance of the ministry with regards to access and service delivery has been negative.

The findings made by this study is further corroborated by an article published in the Journal of Water, Sanitation and Hygiene for Development by (Appiah-Effah et al., 2019). The paper assessed why Ghana missed the Millennium Development Goals on Sanitation and how it was working towards achieving the Sustainable Development Goal 6 on sanitation and water. Their findings concluded that there exists a low sanitation level in Ghana and this is largely driven by complex institutional, economics and socio-cultural factors. Among the major challenges they identified, financial commitment and poor implementation of policies were the most serious challenges. Their findings are consistent with the findings made by this study.

- **Sub-Research Questions**

1. Does having a designated ministry guarantee an improvement in the water and sanitation Sector?

The submissions made by respondents point to an interesting observation that even though there was clarity as to what the new ministry was meant to achieve, deficiencies in other key requirements meant that from both a reality check and a point of perception, the new ministry was not going to be effective in addressing the challenges in the water and sanitation sector. 56.7% of the respondents were of the view that there is no guarantee that the new ministry was going to see an

improvement in performance in the sector simply because it is now designated solely for the sector. These key requirements, which are lacking, are Efficient Resource Allocation, Improved Work Processes and Alignment of the Institutional and Legal Framework. the Beyond the submissions of the respondents, a quick check on the news making rounds in the public domain prove that partner agencies such as NGOs and CSOs have raised concern about the non-alignment of Ghana's water and sanitation policy with the Sustainability Development Goal 6 – which calls for clean water and sanitation for all. Creating a new ministry is a necessary condition, but insufficient to guarantee improvements in the water and sanitation sector.

2. What has been the perceived impact of the new ministry on quality of service improvement?

An independent report published by the Alliance for Social Equity and Public Accountability in October 2019 ranked the Minister for Sanitation and Water Resources as one of the worst performing ministers in the country. Although the rigor of research methods used in this report cannot be attested to, the report sums up the frustration and doubts expressed by respondents in their submissions to the question of whether the quality of service has improved under the ministry. Another independent report published in the Journal of Water, Sanitation and Hygiene for Development by (Appiah-Effah et al.,2019) shared similar sentiment on the massive failure of the Ministry to improve upon service delivery. This study had 60% of respondents disagreeing with the assertion that access to service to the public has improved even though 60% agreed that the Ministry has rolled out new innovations.

CHAPTER V: SUMMARY, LESSONS, CONCLUSIONS AND RECOMMENDATIONS

5.0 Summary

This study has been about assessing the impact of institutional reorganization on institutional performance. Through its literature review, it clarified the concept of reform and reorganization and offered a working definition of institutional reorganization to guide the scope of its work. Most importantly, it identified four important levers of reorganization as critical for the successful implementation of the reorganization process with a direct influence on improved performance of the new organization. These four levers formed the basis of the analytical framework based on which the study performed its analyses. These four levers are i) clear policy initiatives ii) resource allocation iii) legal and institutional framework and work processes. Based on the responses obtained from respondents, the most important challenges identified were i) poor resource allocation to the new ministry, ii) absence of a suitable institutional and legal framework and lack of clarification in the roles and work processes between the ministry and partner MMDAs.

5.1 Lessons

The key lessons learnt from this study are

- i) Creating a designated ministry for the sanitation and water sector is a necessary condition but not sufficient if the other factors supporting its success are absent. All four components of the levers of reorganization must be actively pursued. It is the only way to ensure success of the reorganization process.
- ii) The Communication efforts of the new Ministry must be improved and geared towards a consistent engagement with the public on the initiatives and innovations it is rolling out.
- iii) The absence of implementing agencies focused on operational and implementation activities for the sanitation sector is a major explanatory factor for the very low performance of the sub-sector.

5.2 Recommendations

Based on the lessons learnt, this study makes some key recommendations for consideration by the government and the Ministry of Sanitation and Water Resources. These recommendations are:

- i) Immediate implementation of an appropriate institutional and legal framework for the Ministry of Sanitation and Water Resources, the Ministry of Local Government and all its partner MMDAs. The essence of the framework is to have a clear definition of roles and responsibilities of the all the various stakeholders, a clear separation and harmonization

of authority and responsibilities with regards to who is in charge of regulatory and policy making functions and who is in charge of operational and implementation functions. The framework will also clearly define the role of the private sectors, the donor community and partner NGOs and CSOs and how they feed into the scheme of implementation activities. All these arrangements must be backed by law.

- ii) Alignment of the work processes and arrangements between the Ministry of Sanitation and Water Resources and the Ministry of Local Government and the District Assemblies. This is because the Ministry is hamstrung on policy formulation with very little control over implementation at the local level. The Local Government also owns the district assemblies but have very little connection in terms of supervision with the MSW. A realignment of the work processes will allow better coordination in implementation.
- iii) Creating of implementing agencies for the sanitation sector. The water subsector has strong institutions such as the Ghana Water Company Limited and the Community Water and Sanitation Agency supporting the Water Directorate in its work. The Sanitation Directorate has no such agencies except the Schools of Hygiene. This clearly is a huge gap that will impact on the effectiveness of the sanitation sub-sector.
- iv) Review of the resource allocation between the Ministry of Sanitation and Water Resources and The Ministry of Local Government. If the aim of

the government is to maintain the policy making at the level of the MSWR and the implementation at the level of the Local Government, then funding should be appropriately so. The current arrangement where the MSW receives funding but has no direct implementing agencies is an institutional gap that must be addressed.

In conclusion, it was a great initiative to set up a designated ministry for the water and sanitation sector. However, there is more to cover to ensure the ministry optimally performs. A four-pronged approach of implementing the four levers will give the new Ministry a greater potential of improved performance and better outcomes.

5.3 Limitations of the Study

This study is limited by its choice of one ministry for the study. This is because of the time required for presenting the conclusive results of this work and the required level of rigour for analysis. The Ministry of Water and Sanitation like many other ministries is a large one and constrained in many ways in relation to data storage, analysis and availability. Secondly it is common feature to find public servants declining to give full disclosure on impact of reforms for fear of political persecution. The reorganisation of institutions also means reposting of personnel and key decision makers. All these factors can possibly affect the quality of a purely quantitative and cross-ministry study. The last limitation is the decision to evaluate the ministry two years into its inception. Two years is not very sufficient to allow for evaluation as reorganisation processes have a longer learning curve and require time to achieve tangible results.

5.4 Policy Implications

The practice of reorganizing public institutions can have implications for the way public servants receive such initiatives and also the commitment to make changes that will ensure that intended outcomes are achieved. These implications become apparent depending on the peculiar conditions accompanying the reorganization process. They are enumerated below:

- **Reorganization Lassitude:** Frequent reorganization of a particular institution or different institutions within the public sector, particularly when they occur along with the cycle of change of governments risks creating a laid-back response from stakeholders and consequently yield very little improvements in outcomes and performance. This problem becomes prevalent when the previous reorganization efforts were not properly implemented or were not given the necessary resources to support its implementation or got truncated because of a change of government. Stakeholders grow weary and tired and tend to see any new effort as one of those political fads by the government of the day. It is there important for policy makers and governments to take cues and lessons from this and be smart and results oriented with reorganization initiatives. To be smart about reorganization is to be specific with the goals and objectives, have clear measurable performance indicators, attainable and realistic goals which are time bound. To be results oriented is to be dedicated to a relentless pursuit of the results and

outcomes through a combination of the four levers of reorganization identified in the study.

- **Power Play:** Institutional Reorganizations can lead to shifts in power and authority. This is because in the process, organograms and hierarchies change, there are splits and consolidation of roles, transfer of responsibilities, and rearrangement of the workplace environment which have impact on the culture, office politics, attitudes and custodial ownership of resources and mandates. These are the soft fodder that enable or constrain a reorganized institution and eventually adversely affect its performance. Policy makers must be aware of this can mitigate this through effective stakeholder engagement and appropriate manpower appointment and training. The right personnel should be appointed to critical key positions. Staff transfers must be mindful of the roles and the skills required and not merely to satisfy political whims and caprices.
- **Decentralization to the rescue:** It is apparent that the central government for all intents and purposes cannot effectively make policy and also implement efficiently at the district and local levels. Sanitation and Water issues are wicked problems, evolving with the dynamics of population growth, urbanization and rural development and thus they require a hands-on approach to deal with. The central government through its ministry is not well equipped to deal with the myriad of challenges in all the districts in the country. The implication of this for

policy makers is to push more towards decentralizing the allocation of resources – human, finance and logistics, the supervision of projects, the application and enforcement of the law and most importantly the communication of policies, progress and achievements to the populace to generate a critical mass of positive public empathy and support. Decentralization is simply the transfer of authority from central to local government. The World Bank advocate for three major forms of decentralization – Deconcentration, Delegation, and Devolution (World Bank, n.d.). The study showed a big gap in policy making and implementation due to the detachment of the Central Authority from the Local Authority. The challenge is up to Policy Makers to decide on a form of decentralization that will allow an intimate collaboration between partner ministries to solve the challenges confronting the sector.

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APPENDIX II: RESEARCH QUESTIONNAIRE

Dear Respondent,

As part of an on-going research on the topic "The Impact of Institutional Reorganization on Institutional Performance: A study of the Ministry of Sanitation and Water Resources - Ghana", this questionnaire seeks to assess the perceived impact of Institutional Reorganization on organizational performance. Institutional Reorganization is a combination of two or more restructured units resulting in a new entity in which the combined units remain essentially intact. Accordingly, this research seeks to analyse the Impact of Institutional Reorganization on the Institutional performance. Your support by way of honest responses is anticipated with the assurance that data collected will be strictly treated as confidential.

Section A: Background of Respondents-Staff and Management

Instruction: {Please tick (✓) where appropriate}

1. What is your Gender	Tick
Male	
Female	
2. What is your Age	Tick
Less than 30 years	
31-40 years	

41-50 years	
51- 60 years	
3. What is your Level of Education	Tick
Diploma	
Bachelor's Degree	
Post Graduate Diploma	
Master's degree	
PHD	
Number of years spent with the Water and Sanitation Sector	Tick
Less than 5 years	
6 -10 years	
11- 15 years	
16-20 years	
More than 20 years	
4. Please specify which of the Public Services or Institution you belong to	Tick
Civil Service	
Public Service	
Local Government Service	

Development Partner	
Consultant	
CSO/NGO	
4(i) Please write your position below	
Executive Secretary	

Section B: Levers of Reorganization

Chandarasorn (1997) identifies independent variables that influence the success or otherwise of a reform or reorganization. Some of these variables are described as the levers of reorganization and they include policy initiatives, resource allocation, work processes and the legal framework that are used for reforming public institutions for expected better outcomes. The questions below seeks your view and level of agreement on these levers.

In 2017, the Government of Ghana, through an Executive Instrument (E.I 28 H) hived off Public Sector Water and Sanitation Management from the Ministry of Works and Housing and Ministry Local Government and Rural Development respectively to create the Ministry of Sanitation and Water Resources.

Please indicate with a tick (✓) the extent to which you agree with the statements below. The ratings for your responses should be as follows:

5 = Strongly Agree, 4 = Agree, 3 = Neutral, 2 = Disagree 1=Strongly

Disagree

Q1	Clear Policy Initiatives	5	4	3	2	1
In your view, what was the rationale for the creation of this Ministry?						
1	To Reduce Organizational Complexity					
2	A Political Decision to meet Campaign Promise					
3	To Respond to regulatory requirements					
4	To Respond to emerging challenges and needs of the Water and Sanitation sector					
5	To respond to external Stakeholders demand (Including DP, CSO, NGOs)					
In your view, has Government allocated adequate resources to the Ministry to carry out its mandate and implement programs, project and activities?						
6	Adequate Annual Budget Allocation					
7	Adequate and requisite personnel					
8	Training and Capacity Building for personnel					
9	Sufficient logistics made available for the new Ministry					
Q3	Institutional and Legal Framework	5	4	3	2	1

In your view, does the Ministry have the required Legal and regulatory Framework to effectively carry out its mandate					
10	Has the Government prorogated the laws to establish the Ministry				
11	Has the Law defining the mandate of the new Ministry (Ministry of Sanitation and Water Resources) been clearly defined?				
12	Has the new mandate been aligned with partner MMDAs?				
Q4	Improved Work Processes	5	4	3	2
In your opinion, will the administrative and organizational structure, work processes and systems established for the Ministry enable the staff achieve successful outcomes?					
13	Reporting Lines, Supervision and Accountability				
14	Supervision of projects, initiatives and policy have improved				
15	The Ministry has greater power now to deal with water sector challenges				

Governments all over the world have undertaken restructuring and or realignment of public institutions mainly in the bid to reposition these organizations to be efficient, effective, productive and above all deliver the government's programs and agenda successfully. What is your view in the light of the reorganization of the Ministry of Work and Housing and

Water Resources and the Ministry of Local Government to create the Ministry Water Resources?

Please indicate with a tick (✓) the extent to which you agree with the statements below. The ratings for your responses should be as follows:

5 = Strongly Agree, 4 = Agree, 3 = Neutral, 2 = Disagree

1=Strongly Disagree

		5	4	3	2	1
17	Having a designated ministry does not guarantee an improvement in the water and sanitation sector.					
18	Development Partners do not fully embrace due to lack of involvement.					
19	Ministry's bureaucracy considers reorganisations as a cyclical activity with no real impact.					
20	Reorganisation is a political rearrangement to achieve manifesto objectives.					

It has been more than a year since the creation of the Ministry of Water Resources and Sanitation. What is your assessment of the outcomes or impact so far in terms of service general administration, policy effectiveness and service delivery? Please indicate your responses based on below questions.

Please indicate with a tick (✓) the extent to which you agree with the statements below. The ratings for your responses should be as follows:

5 = Strongly Agree, 4 = Agree, 3 = Neutral, 2 = Disagree

1=Strongly Disagree

Perceived Outcomes		5	4	3	2	1
General Administration						
21	Public Servants in the ministry are now more professional.					
22	Work processes have greatly improved costs efficiency .					
23	Public Servants show increased motivation and attitude towards work.					
24	Public Servants show better ethical behavior in their dealings.					
Policy Effectiveness						
25	Policy coordination between MMDAs, Partner Agencies and related Ministries have improved.					
26	Public Awareness of new policy direction has improved.					
27	The new policies are more effective with the new Ministry's direction.					
Public Service Delivery						
28	Quality of service delivered to the public at the ministry has improved.					

29	New innovations have been rolled out by the Ministry.					
30	Access to service to the public has improved.					

SEMI-STRUCTURED INTERVIEW-QUESTIONNAIRE

Please provide succinct reasons to support whether Yes or No.
(Your responses may be from your Experiences or Involvement or cases you are familiar with from Ghana or other jurisdictions.)

1. Is it necessary to have a designated Ministry for Water and Sanitation?

Yes () Please provide your Reason No () Please provide your Reason

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2. Do you believe there has been an improvement in the following areas since its inception?

Yes () Please provide your Reason No () Please provide your Reason

(i) Clear Policy Initiative

(“Guiding principle used to set direction in an organization”)

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(ii) Resources Allocation

(Resource allocation is basically about how human, financial, equipment and even time is distributed to units to help them achieve their goals.)

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(iii) Institutional and Legal Framework

(A review of existing sector implementation instruments such as policies and statutes to determine requirements for review and harmonization.)

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Work process and service arrangements versus Reorganisation Goals

(A work process simply means a documented procedure of how to handle a task or perform a job to achieve the expected outcomes. Such a document will usually

specify the required tools as well as organizational roles and responsibilities of actors in the work to be done)

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3. Is the New Ministry well positioned to deliver results and ensure sustainability?

Yes () Please provide your Reason

No () Please provide your Reason

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3 (i) From your experience, what are the key challenges that can hinder the newly created Ministry of Sanitation and Water from achieving its Mandate?

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3(ii) From your experience, what are the key recommendations that can support the newly created Ministry of Sanitation and Water from achieving its Mandate?

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.....

Thank you very much for your attention and contributions.

Abstract in Korean

조직개편이 조직성과에 미치는 영향에 관한 연구: 가나 위생 및 수자원부 사례를 중심으로

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글로벌행정전공

가나의 공공 기관에 있어 개혁과 조직개편은 새로운 것이 아니다. 여러가지 이유로 동기부여를 받은 계승된 정부는 다양한 공공 기관에서 조직개편을 시작하지만 궁극적으로는 공공 복지를 더 나은 결과를 얻기 위한 목적으로 한다.

본 연구는 조직개편이 조직성과에 미치는 영향에 초점을 맞췄다. 문헌조사를 통해, 조직개편을 실시하는데 있어 어떠한 이유가 있는 것 같아 보이나, 주요 이론가들 사이에 조직개편의 효과에 대한 회의론도 만연해 있음을 확립했다. 회의론의 가장 큰 이유는 단지 정부의 정치적 이득을 얻으려는 욕구일 뿐이기 때문이다.

이에 본 논문의 저자는 조직개편의 네 가지 방법을 확인하였다. 즉:

(1)명확한 정책구상: 조직의 방향 설정에 이용되는 원칙”(Sarna, 2014). 이것은 “무엇”과 “왜”이며 기관의 법적 프레임워크와 조직적 임무 내에서 개발된다. (2) 자원 배분: 가용 자원 – 인적, 재정적, 그리고 물적 자원은 조직이 목표를 달성할 수 있도록 돕기 위해 분배 된다. (3) 작업 프로세스: 기대되는 결과를 달성하기 위해 작업을 처리하거나 수행하는 방법에 대한 문서화된 절차이다. (4) 제도적과 법적 프레임워크: 의사결정을 통제하고 규제하는 광범위한 규칙체계이다.

문헌 조사와 설문을 통해, 본 연구는 이러한 레버들이 조직 개편된 기관에서 성과 개선을 달성하는 데 있어 중추적인 역할을 확립하였다. 본 연구의 핵심 교훈은 이러한 4 가지 레버의 총체적이고 상세한 구현이 조직 개편에서 원하는 성과 개선을 달성하는 데 필요하다는 것이다. 세부적인 구현을 위해서는 정책 입안, 운영 활동 및 기능에 대한 다양한 이해당사자의 조정이 있어야 하며 프로젝트와 프로그램을 추진하는데 필요한 물적 및 인적 자본에 대한 자금을 적시에 공개해야 한다.

주제어: 조직개편, 조직개편의 레버, 정책 구상, 자원 분배, 제도 및 법적 프레임워크.

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